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...in Alberta...............................

UNIVERSITY....University of Alberta...........................

DEGREE FOR WHICH THESIS WAS PRESENTED...Ph.D...............

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FEDERAL-PROVINCIAL MANPOWER POLICIES AND THE MECHANISMS USED IN THEIR IMPLEMENTATION

by

ALFRED C. COLVIN

A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND
RESEARCH IN PARTIAL FULFILMENT OF THE
REQUIREMENTS FOR THE DEGREE OF
DOCTOR OF PHILOSOPHY

DEPARTMENT OF EDUCATIONAL ADMINISTRATION
EDMONTON, ALBERTA
FALL, 1975

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THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled Federal-Provincial Manpower Policies and the Mechanisms Used in Their Implementation in Alberta submitted by Alfred C. Colvin, in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

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ABSTRACT

The purpose of the study was to examine existing Federal and Alberta manpower policies, extract those which were concerned with manpower training and identify the mechanisms used in implementing these policies in the form of training programs and services. From the data collected it was expected that an analysis would be made of any issues which emerged as a result of the intergovernmental and interdepartmental mechanisms used to implement policies.

Following a review of the literature and preliminary discussions with federal and provincial officials concerned with manpower training a conceptual framework was developed. The framework included two models. The first was concerned with policy implementation and the second with the identification of issues.

The methodology involved the use of an interview schedule which was administered to a sample of senior federal and Alberta government officials who were involved in the development and implementation of manpower policies in Alberta. As a result of the interview data and the source materials supplied or suggested during discussion with the respondents a considerable amount of data became available.

The information which was analyzed revealed that various government departments and agencies were involved in the implementation of manpower policies in the form of training programs. The Federal Department of Manpower and Immigration in Alberta uses the Federal-Provincial Manpower Needs Committee as it's major mechanism in the implementation of manpower training policies provided for as a result of the agreements associated with the Adult Occupational Training Act. The Alberta Department of Manpower and Labour acts as a co-ordinator and service mechanism in manpower training as well as developing its own programs.

As a result of the differences of emphasis in federal and Alberta manpower policies and the lack of a co-ordinated approach to manpower planning a number of issues have emerged. These issues are associated with policies, client identification, selection and counselling, financial arrangements and the types of programs which have emerged.

Although both the Federal and the Alberta Governments pursue economic and social goals through their manpower policies the Federal Government seems to concentrate on economic goals while the Alberta government places greater stress on social goals. The client identification, selection and counselling methods of the Federal and Alberta Governments were found to lack integration and co-ordination and at times this acted to preclude people from obtaining selection for training or counselling opportunities which would enable them to become productive citizens. Because of the buyer-seller arrangement which has evolved out of the training programs agreed to within the Adult Occupational Training Act the Federal Government purchases training days ("seats") from the Alberta Government. This has created a complex set of financial arrangements and costing procedures. At times there is a conflict of interest over the manpower training programs mounted by the Federal Government and those developed by the Government of Alberta.

Because of the complexity of the area of Federal-Provincial relationships, and manpower policy development and implementation there is a need for further research in this area. To identify all of the public and private organizations involved in manpower training and the clients in need of training as suggested by the economic and social manpower goals and policies of the Federal and Alberta governments is an area which requires further research.

5

ACKNOWLEDGEMENTS

I would like to thank Dr. Miklos and his staff, my fellow students and the many government officials who assisted me in the development of this study.

The guidance and work of the chairman of my committee, Dr. Jim Small is appreciated. I would also like to thank the following people who served on my committee, Dr. Bryce, Dr. Gallagher, Dr. Mowat and Dr. Ratsoy.

My appreciation is also expressed to Dr. Mansfield for acting as external examiner and enabling me to meet with many of the people working in the area of manpower.

Dr. Hodgson, Mr. Harvey and Mr. Villett have helped greatly in giving assistance and showing patience as they introduced the researcher to the complexities of the area of federal-provincial manpower training and then acted as expert critics as the pieces were being drawn together.

Except for the confidence and love of my wife and typist Fran, and the children, Philip, Timothy, Meredith and Benjamin this project would not have been completed.

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Chapter 1

INTRODUCTION

Background to the Study

Educational planning is the continuous process of generating and evaluating educational alternatives for actions designed to reduce the discrepancies between what exists and what ought to be. There are three generally accepted forms of educational planning. These are social demand, cost benefit analysis and manpower planning. As Canada in pursuit of social and economic objectives has adopted manpower policies as an integral part of educational planning, this study seeks to focus on the area of manpower training program policies and their implementation.

According to Patten (1971:12) manpower policy may be regarded as "a kind of three legged national stool, with one leg each for job creation, manpower education and training, and the matching of men and jobs." This study focuses on the aspect of manpower education and training.

Manpower policies through the purchase of educational and training services have attempted to fill the gap left by the formal school,and by means of various administrative mechanisms act as a facilitator in bringing the clients and the educational or training services together.

Although governments and inter-governmental agencies may allocate funds, conduct inquiries, and establish policies, it is upon the shoulders of educators that most of the responsibility for human resource development must fall.

In pursuit of their own goals the Federal Government and the Province of Alberta are trying to develop their separate and yet overlapping manpower policies. The administrative structures developed to implement manpower training program policies play a significant part in the total manpower picture as they determine the processes by which these objectives are achieved.

Although the structures are designed, coordinated and financed by federal and provincial departments of manpower the implementation of the training programs is in general dependent upon the availability and expertise of provincial educational institutions and cooperation from industry.

As Canada seems in the main to have institutionalized its training programs (e.g. basic training for skill development programs) to a great extent it is important to try and trace the relationships between the policies and the training programs which have been put into operation. It is also necessary to identify any dysfunctions or problems which exist in these large scale inter-governmental arrangements.

Because of the complexity of the manpower training area this study will examine the current Federal and Alberta manpower policies as they relate to Alberta and the mechanisms presently being adopted to implement the manpower training program policies of both, and in so doing it also will endeavour to identify difficulties, dysfunctions, or areas of concern.

Importance of the Study

The federal and provincial governments are committed politically through legislation, stated policies and administrative structure to maintaining manpower training programs in the foreseeable future.

The federal and provincial governments have each established their own departments of manpower by extending the functions of existing departments of labour. The Federal Department of Manpower and Immigration (Canada Manpower) was established in 1966. The Alberta provincial Department of Manpower and Labour was established in 1972. The identification of the goals, policies and strategies or mechanisms established for implementing manpower training programs through these departments is important and will have a significant impact on educational training programs in the future. As the development of manpower training programs to meet Canadian economic needs is a recent phenomenon it is important for educational administrators to look at the various mechanisms that have evolved to meet this need. It is also important to identify any issues created in this process of inter-governmental and inter-departmental policy development and implementation.

As there appears to be large amounts of federal and provincial funds involved in developing manpower training programs educational administrators need to be aware of the methods used in the dispersal of these funds. It would also prove valuable to them if some insight could be gained into the development of federal and provincial views with regard to federal provincial relationships, the roles played and the strategies used in the development of "co-ordinated" policies for manpower training.

Although federal and provincial manpower training policies are available in the form of published documents and legislation there appears to have been little recorded concerning the mechanisms that the governments have set up to assist them in the implementation of these policies. It is important to look at the mechanisms in the light of the policies for which they were established.

Purposes of the Study

The purposes of the study were to examine existing federal and Alberta manpower policies, extract those which are concerned with training programs, identify the mechanisms used in implementing these program policies and then analyse any problems or issues discovered in the process. With these purposes in mind the study focused on the following points:

a. An examination of existing federal and provincial manpower training policies as outlined in the documents or used as part of departmental procedures.

b. The identification of the various mechanisms used at the federal, provincial, and federal-provincial levels (including governmental training institutions) to implement the training programs which emanate from manpower policies.

c. An analysis of any identified problems or issues which result from intergovernmental, interdepartmental or institutional mechanisms which have been used in the implementation of training programs associated with the existing policies.

Delimitations

a. This study is delimited (i) to the Federal Government's manpower training policies and the mechanisms used in their implementation as they relate to the province of Alberta, (ii) and to Alberta's manpower training policies, mechanisms and their implementation.

b. The study will concentrate on the period beginning with the establishment of the federal Department of Manpower and Immigration in 1966 and culminating at the end of 1974.

c. The data are reported in the present tense but is descriptive of the past.

Limitations

a. The use of interviews for the purposes of data collection is subject to the usual problems of reliability and validity.

b. The study is also limited by the availability of sources such as reports, records, minutes of meetings and personal and departmental correspondence.

c. The confidential nature of some of the data placed limitations on the way in which it could be reported.

d. Due to political sensitivity or controversy about some of the data collected it was not possible to elaborate on some of the areas studied.

e. A number of changes have occurred within some of the government departments since the data for this study was collected. Because of this some of the data analysis is no longer relevant.

Explication of Terms

Policy is a goal directed statement of intent, which expresses a major guideline for future action. (Stringham:1974). Thus it is generalized, philosophically based, and implies a pattern for doing.

In terms of public policy making a policy statement is accepted as an official communique from a designated authority. A policy statement provides the bounds or direction of future actions, over which officials may exercise some discretion. Rules and regulations differ from policy in that they are mandatory in form, prescribing future action and forestalling the exercise of discretion.

There appear to be two distinct ways of deriving policy from this type of definition. The first is policy which is made prospectively; that is, the formal, manifest and explicit policy output of the policy making system which is or can be written. The second is policy which is made as experience accumulates and is only discovered retrospectively. It has arisen through tacit acceptance of practice and is implicit, latent and unwritten, residing only in the collective perceptions of formulators and implementers.

For the purposes of this study the following operational definition is used to identify manpower policies.

Manpower is defined as the total human resources required for productive purposes. It

> ...is the total labour force now employed, unemployed, underemployed, or ineffectively employed, whatever their type and degree of skill, industrial or occupational attachments, or condition of social or economic advantage or disadvantage. (Extracted from the Council of Ministers of Education Report from their Manpower Programs Committee in 1970).

Manpower policies are seen as the written statements of policy formulated by the federal or provincial governments with regard to manpower.

Training for the purposes of this study will be used as a synonym for education. Although it is sometimes suggested that education is more concerned with the development of attitudes and training is concerned primarily with the development of skills, the distinction is not precise.

Manpower training is therefore manpower education but for this study it is called training because of its popular association with skill development.

Manpower Training Programs are the arrangements which are instituted to satisfy manpower goals or the objectives of manpower training policies. These objectives aim at:

1. Making it possible for those who are potential entrants, unemployed or on the fringes of the labour force to secure rewarding and dependable employment;
2. Giving those who are now unemployed or potentially unemployed through technological change the training opportunities they need to find or maintain rewarding and dependable employment;
3. Discovering the potential in those people who are now unemployable and removing the barriers now blocking their ways. (Extracted from a Report of the Manpower Programs Committee of the Council of Ministers of Education).

A goal is the desired state or point towards which effort or movement is directed. It is the generalized end result being aimed at. Manpower goals are concerned with the attainment of the economic and social well being of individuals and society as a whole.

Objectives are extracted out of accepted goals. Goals become operationalized in the form of objectives.

They give structure and intent to the processes being used to reach the desired goals. Manpower policies are generally stated in the form of broad goals, e.g. enable the labour market to function more efficiently and smoothly.

A mechanism is any group of people operating together under the authority of legislation and within the bounds of government policy to carry out the purposes of the legislation on behalf of one or more governments or departments. The group may exist as a specific structure within a government organization or between government organizations, which has been established to plan, oversee or implement accepted policy. Mechanisms are associated with the structures or activities used in achieving the objectives of a particular manpower policy, e.g. the Federal-Provincial Manpower Needs Committee.

An issue is an idea or set of ideas about which there are conflicting points of view resulting in organizational tension.

Issues can be considered to be an area of conflict or dysfunction between or within policies, mechanisms, or the perceptions of individuals with regard to the implementation of manpower policies or programs. This conflict could be at the federal, provincial or federal-provincial levels or between or within departments or organizations at any level. Issues may be manifest (observable) or latent i.e. inferred from indirect indications.

According to Simeon (1972:150) there appear to be several basic reasons why issues arise in federal provincial relations, the most basic being the interdependence of governments and the lack of correspondence between policies and procedural lines drawn by constitutions. In general they stem from an interplay between rigidities in constitutional arrangments, differing system priorities and the demands and goals of the various elites, particularly those of the leaders of the federal and provincial governments.

Conceptual Framework

Because this particular study was concerned with the implementation of policy it was necessary to use a conceptual framework to direct the study and to guide the analysis of data. To assist in the direction of the inquiry a systems model was selected because it sets meaningful boundaries to the study and allows significant components and interrelationships to be identified. The models used as the conceptual framework are presented in Chapter 3. One model was used to direct the collection of data with regard to the mechanisms used to convert federal and provincial manpower policies into manpower training programs. The second model was concerned with showing the relationships between the federal and provincial governments and to help identify areas for issue analysis.

Methodology

Following a review of relevant theory and an examination of government reports and documents, interviews were held with government officials to clarify details gathered with regard to manpower policies and mechanisms and the problems or issues associated with the implementation of these policies. Where necessary follow-up interviews and interviews with others identified as a result of the initial investigation have been held to obtain more data or a better understanding of existing information.

An interview schedule was designed items of which were derived from the conceptual framework. The relationship between the interview schedule and conceptual framework is elaborated in Chapter 4 on research methodology.

The purpose of the interview schedule was to obtain the perceptions of people concerned with manpower training program policies and their implementation and to use the data collected to assist in the study which has been undertaken.

The interviews were held with a sample of people identified by means of a reputational sampling technique. Where possible the people who were willing to be interviewed were supplied with a brief outline of the purposes and procedures of the research topic. The outline allowed the people to familiarize themselves with the types of data being sought as well as providing the basis on which the interview could be built.

The interview items were grouped under the following general headings:

A. Historical antecedents to the formation of the departments of manpower at the federal and provincial levels of government.

B. An overview of the development of manpower training program policies at the federal and provincial levels.

C. An examination of the existing manpower training program policies at the federal and provincial levels. The emphasis was on the relationship between the federal and provincial policies in terms of the requirements of the clients they represent and the needs they expect to satisfy.

D. The identification of the various mechanisms used to convert federal and provincial manpower training policies into training programs. The focus was on the way in which manpower training policies were translated from goal statements into operational objectives. The delivery systems developed, the methods of resource allocation and the evaluation techniques used in this process are discussed.

E. Current areas of concern or issues emanating from the dysfunctions between or within federal and provincial training policies or because of the mechanisms used to implement these policies.

F. Possible future trends in the development of federal and provincial manpower training policies.

The data collected by means of the interview provided the impetus for further literature search or gave purpose and direction to any follow up questions which needed to be discussed with people included in the sample.

As a result of the methodology outlined above it was possible to obtain sufficient data to examine federal and provincial manpower training policies; to identify the mechanisms used in their implementation; to analyze the various problems or issues that exist; and to compare the theoretical constructs of policy implementation with what actually exists.

Summary

This chapter has sought to discuss the relationship between educational and manpower planning, describe the significance of the study, and introduce the terms associated with manpower policy and its implementation. The use of a conceptual framework and the methodology adopted for the study have also been outlined.

Outline of the Study

The second chapter covers the theoretical background to manpower policy development and illustrations of manpower policies and training programs used in other countries. A background is also given to establish the setting of the development of manpower policies and training programs in Canada and Alberta.

In the third chapter the various theoretical approaches to policy implementation are discussed and the conceptual framework for this study developed.

In the fourth chapter the methodology used to obtain the data for the study is outlined.

The fifth chapter is a presentation of the findings as a summary of the interview data..

The sixth chapter is a synthesis of the data in terms of federal and provincial manpower policies, programs, and the mechanisms used in their implementation.

Chapter seven provides an analysis of the various problems or issues which have resulted from the implementation of manpower policies.

The last chapter provides a summary of the study, a commentary in the form of general recommendations and suggestions for further study.

Chapter 2

RELATED LITERATURE

I. MANPOWER THEORY

Manpower Goals and Objectives

Prior to the 1960's manpower programs tended to be the result of reactions to specific crises such as wartime necessities rather than the result of a future oriented planning process. It is only during the last decade that manpower training programs and policies have become a significant part of national policy in Canada, the United States and other parts of the world. Ginsberg (1969:10) suggests that the key factor in the emergence of manpower as a central issue of national policy is the complex adjustments required to establish, expand, and support the multiplicity of educational and training efforts required to "assure an adequate supply of trained persons." The labour market alone cannot meet the challenge and some authority such as the government is forced to intervene to resolve the problem which can be viewed as one of economic insecurity.

Authorities such as Mestre (1971) see the role of manpower development as providing this overall security framework which can help bring about the efficient operation of free markets within an advanced industrial environment. Manpower development also tries to allow the individual freedom in the selection of an occupation. The practical problem is the extent to which manpower development should rely on the free play of the market and to what extent it should provide incentives in the form of differential salary scales, or financial rewards which will help entice people into certain occupations.

Within the literature there is confusion as to the distinction between manpower and human resource development. Harbison (1964:2) saw human resource development as the process of increasing the knowledge, the skills, and the capacities of all the people in society. In economic terms, it could be described as the accumulation of human capital and its effective investment in the development of an economy. To Jakubauskas (1967:8) manpower policy is limited to the direct labour market activities of the labour force. In contrast, human resources development includes a broader spectrum of activity (which includes manpower development) but encompasses also the preparation of people for eventual labour market activity through education, the elimination of pretraining and preplacement problems emanating from barriers which stem from individual inadequacy, social and institutional problems within society and geographic and special problems.

A distinction is made by Ginsberg (1969) who suggests that manpower usually refers to human beings who work for wages and those who are out of work, but seeking employment. Human resources is a more inclusive term, in that it covers not only adults at work or capable of work, but all human beings who will eventually be able to work, as well as those who are no longer capable of being fully employed because of their age.

Harbison (1964:25) sees the manpower approach as more than a tabulation of "heads and hands" or purely quantitative forecasts, or the projection targets for formal education. He sees it related to a broad strategy of human resources development rather than to a narrow idea of educational planning. In his view manpower needs are not derived solely from economic objectives. Thus manpower planning is related to national development which includes economic, cultural, social, and political development in the building of national identity and integrity.

A middle of the road view is that of Mestre (1971) who suggests that manpower development is the main link between human resource conservation and the labour market. It refers to anything that contributes to the productivity of labour and to the more effective employment and deployment of the labour force

Manpower development has become pivotal to the attainment of a wide variety of social and economic goals. Although the following goals have been suggested in the literature as the goals of manpower policy, not all of the goals are universally accepted.

At the international level, the emphasis in manpower policy varies from country to country, however, the majority of countries would accept the following as possible objectives:

1. To raise or stabilize the country's potential rate of

growth. Manpower programs are aimed at assisting in the economic development of a country. Growth is associated with the production of goods and services. Through progressive manpower programs, economic performance is improved as the aggregate labour market is changed to meet the demand for different skills and the effectiveness of the labour market is enhanced through the increase in people available and able to be employed.

2. To bring the minimal rate of unemployment to a desirable level. There is no country which has a capitalistic type economy that can boast of full employment. However, manpower programs aim at eliminating unemployment or reducing it to a bare minimum. In many cases unemployment is said to be reduced through training programs or matching workers to jobs which are presently available.

In assessing the role of manpower programs in reducing unemployment Mangus (Gordon, 1967:35), in reference to the United States, drew the following conclusions:

(a) Manpower programs are most effective under conditions approaching full employment, to help meet labour shortages, increase labour market efficiency, and train unemployed and especially disadvantaged workers for jobs.

(b) As full employment is reached, or even approached, it becomes more and more difficult to obtain political support for manpower programs of the magnitude necessary to be effective.

3. To shift the Phillips curve to the left so that there is a better trade-off between inflation and unemployment. The Phillips curve, or unemployment-inflation relationship can be traced to various dynamic aspects of the labour market. These aspects include the continual turnover of labour flowing through the market; the search required to match workers and job vacancies; and the wage-price relationship. Holt (Ulman, 1973) argues that to improve the inflation-unemployment trade-off relation, extended manpower programs and policies on an economy-wide basis should:
   (a) improve the speed and quality of matching workers and jobs and reduce turnover;
   (b) reduce the unemployment rates of groups with the highest burden now;
   (c) relieve labour shortages in occupational markets that are excessively tight;
   (d) promote geographic mobility of the labour force; and
   (e) reduce institutional barriers that interfere with the functioning of the labour market.
4. To provide for a more equitable distribution of real income. This particular goal could be obtained by a simple system of transfer payments in the form of equalization grants to provinces, individual grants, unemployment insurance or welfare benefits. Within the

confines of a work oriented society this form of equity, though economically acceptable over the short term, is in conflict with the social goal of the dignity of man. The use of manpower programs may also help to resolve equity problems which are associated with regional disparities, disadvantaged workers in depressed areas, minority problems, or poverty created by the obsolescence of the skills which certain workers possess.

5. To ensure that all human resources are fully developed and utilized. To authorities such as Bowman (1968:847) this is the prime goal of manpower policy. The increase in the rate of human capital formation through manpower programs is used to raise the per capita national income. It also allows individuals to compete on a more equitable footing with other members of the work force.

It must be remembered that manpower program policies cannot operate in isolation from other national policies and that when seen in context there is a "spillover" into these areas.

In trying to achieve the above goals manpower policies in general seek to:

(a) improve the speed and quality of methods used in matching workers and jobs and when or where possible reduce the turnover;

(b) reduce the unemployment rates of groups who have been discriminated against;

(c) relieve labour shortages in the occupational areas that appear to have a warranted demand;

(d) promote methods to increase if necessary the geographic mobility of the labour force;

(e) reduce the impact of the institutional barriers that may interfere with the functioning of the labour market;

(f) achieve an extended program for the training and retraining of the labour force;

(g) achieve equity in opportunity which includes arranging programs to reduce poverty and the interregional disparities in the distribution of income;

(h) help workers to take part in programs which will help them fulfill their individual capacities;

(i) arrange training to help workers cope with the technological advances of our society;

(j) make provision for the training programs which will maximize worker productivity;

(k) seek the adoption of training programs which will increase the income levels of the worker;

(l) provide the unemployed or the underemployed with financial assistance;

(m) assist in the gathering, collating, and distribution of labour market information and data and detailed analysis of the impact of department of manpower programs;

(n) provide incentives and job creation to alleviate winter unemployment;

(o) establish the institutional training programs to meet the demand predicted for training programs and retraining requirements.

For the manpower planning goals to become operational, two assumptions have to be accepted. First, fundamental to manpower training is the belief that education can and does contribute to the achievement of a country's plans or aspirations for social and economic development. It is with this assumption in mind that manpower training program planners establish social and economic targets for future development and then design strategies to achieve the educational requirements.

Second, manpower planners also assume that work is a basic good and as such is appealing to everyone including those who are unemployed.

Goldfarb (1968:4), in discussing the rationale for training programs, puts forward the following conditions which must be met to ensure the success of manpower programs:

1. employers maximize profits, individuals maximize lifetime income, governments maximize social welfare;
2. complete information on occupational choices, future wage rates, interest rates, length of working life, likelihood of success or failure in each occupation is available to both firms and individuals;
3. the individual is able to finance his training either by accepting wages during training, by borrowing the funds, or through government grants.

It can be seen from this outline that manpower planning is based on a number of goals and objectives.

Manpower Planning

Planning is a process for preparing a set of decisions for action in the future. Educational planning is the application of rational, systematic analysis to the process of educational development with the aim of making education more effective and efficient in meeting the needs and goals of its students and society (Coombs, 1970). Manpower planning is one approach to educational planning and it is concerned mainly with obtaining economic growth goals.

The essence of the manpower approach is the attempt to forecast the future demand for educated manpower, but only in a special sense of the word demand. The demand is concerned with conditional requirements for some future forecast which may or may not occur. It is assumed that a manpower assessment, quantitative or qualitative, can be made for a country and as a result, an order of priorities determined for increasing certain categories of manpower to meet social, political, and economic goals.

Patten (1971:11) notes that:

> "Sometimes the word manpower is equivalent to the term 'labor' when labor is understood to be a factor of production in the basic framework of analysis used by economists...
>
> Looked at in still another manner, manpower can mean the total quantitative and qualitative human assets or people in a society...
>
> Other possible contemporary meanings of the term manpower include the following - manpower is that group of individuals designed to be served by a manpower development and training act; manpower can be equated with the labor

> force; manpower can be considered tantamount to human capital."

Patten (1971:14) defines manpower planning as applying "the processes of planning in general to the preparation and employment of people for productive purposes." He adds that "manpower planning may thus be viewed as the tool of manpower policy." He goes on to say:

> "Put simply, it is the process by which a firm insures that it has the right number of people, and the right kind of people in the right places at the right time, doing things for which they are economically most useful."

Extending this definition to the economy suggests that a country must ensure that it has suitably trained people available when the need arises. It is the task of the educationist to see that the people are trained and educated but he must work closely with the economist or the politician who will tell him in what areas he should begin training people.

It is at this point that doubts begin to arise about the manpower concept as it applies to planning. It would be ideal if economists could advise educators exactly what the economy was going to be like twenty years hence or even ten years from now. This would enable an educator to channel students into courses which would be required and there would be no bottlenecks caused by the lack of skilled labour and no structural unemployment. However, economists have not yet developed their skills to the extent where they can make accurate predictions of the nature of the economy ten years in the future. Blaug (1970:138) believes that:

> "the period over which we can usefully forecast the demand for manpower in the present state of knowledge is much more limited than is usually admitted."

Manpower planning is basically concerned with determining the trained personnel requirements at some future time from projections of total employment and targets for economic growth. Once determined, the policy goals can be translated into training programs. The elements used in forecasting manpower requirements for the various levels and sections of the educational system are outlined by Parnes (1962:21) in the following way:

> "(a) Prepare an 'inventory' of manpower for the base year (e.g., 1960) classified by branch of industry and occupation, using an occupational classification system that differentiates as far as possible among occupations requiring different levels of education and, at the highest levels, between 'scientific' and 'general' education.
>
> (b) Forecast the size of the total labour force for the 'target' year (e.g., 1975) and for the intervening period of five-year intervals.
>
> (c) Estimate total employment in each sector and branch for the forecast years.
>
> (d) Within each sector and branch, allocate total employment for the forecast years among the various categories of the occupational classification system. Aggregating the requirements for each occupational category in all sectors and branches gives the total 'stock' of manpower required for the forecast years calssified by occupational category.
>
> (e) Convert the data on requirements by occupational category into data on requirements by educational qualification. This is necessary because the several broad occupational categories cannot be expected to be homogeneous with respect

to required educational qualification.

(f) Estimate the anticipated supply of personnel with each major type of educational qualification for the forecast years on the basis of:

1. present stocks;
2. anticipated outflows from the existing educational system; and
3. losses due to death, retirement and withdrawal from the labour force.

(g) Compute the change in annual outflow from the various levels and branches of the educational system necessary to create balance in the forecast years between (e) and (f).

(h) Calculate enrolments in each level and branch of the educational system necessary to achieve the required annual outflows."

In essence this technique simply means look at what you have; look at what you will need; and if there is a gap, train people to fill the gap. Writers such as Tinbergen and Bos (1970) have developed detailed strategies involving this type of approach.

Social Demand and Cost-Benefit Approaches to Planning

There are two other accepted methods associated with educational planning besides manpower planning which should be mentioned so that manpower planning is kept in perspective. Coombs (1970:37) in describing the social demand approach suggests that the term is ambiguous and mischievous (rarely used by educators) and it can be defined in several quite different ways. It is most commonly used to mean the aggregate "popular" demand for education, that is, the sum total of the individuals' demands for education, at a given place and time under prevailing cultural, economic, and political circumstances. The social demand approach implies a view of education which sees it as consumption rather than investment. For comparison, if in the social demand approach, demand is determined subjectively, then in the cost-benefit approach or the manpower approach the demand may be seen to be determined objectively.

The cost-benefit approach cannot be avoided to some extent in any approach taken by a government in the planning and programming of education. An implicit cost-benefit comparison is always involved whenever the cut-off point is reached or determined, e.g., the manpower approach accepts meeting skill requirements as a satisfactory approximation of maximizing returns. The cost-benefit approach is an application of the rate of return to educational planning. The cost-benefit principle is what a rational individual applies when deciding how best to spend his money when his desires exceed his means. He examines his alternatives, weighs the cost of each and the corresponding satisfaction or utility he feels it will bring him, and then chooses those particular options within his means that promise the highest ratio of benefits to costs.

Economists have argued (e.g., Blaug, 1970) that economic and educational planners should follow the cost-benefit line of reasoning when dealing with the allocation of a nation's economic resources among different major ectors, or with the allocation of the educational system's total resources among its various subsections. No one, least of all other economists, would disagree with this general point. Indeed, one can hardly be a good planner or decision maker if he does not think intuitively in these cost-benefit terms. However, the practical difficulties of factually measuring these costs and benefits is even more formidable than it is for manpower or social demand techniques.

The cost-benefit approach (Blaug, 1967:135) is concerned with the direct and indirect returns to education. The costs of schooling and the individual as well as the social returns need to be considered. The focus of analysis on returns from education in the form of earning capacity for the individual (private rate of return) is only part of the picture. Society at large may benefit more than the student.

For the purposes of educational planning, it is the social rate of return that is important or directly relevant. But the private rate of return also constitutes an important statistic for the educational planner as students and parents become attentive to employment opportunities and career prospects associated with various amounts and types of education.

According to Weisbrod (1967:214) benefits from manpower programs, or any other government program, may be judged in terms of the program objectives. While these objectives are stated in a wide variety of ways, they involve generally the achievement of (1) greater allocative efficiency; (2) enhanced economic stability (less inflation and less unemployment); and (3) improved distributional equity.

Assessment of Manpower Training Programs

It is difficult to obtain sufficient valid information on the outcomes of manpower training programs to arrive at definitive conclusions as to their success or failure. According to Somers (1965:206-7) almost all of the statements, studies and analysis dealing with this question conclude that training and retraining are a sound investment for the trainee and society but in spite of these claims, there is little definitive proof based on careful research design of such a return.

Even when manpower programs are not efficient, however, it does not follow that the programs are undesirable. For they have other virtues - particularly insofar as they have favourable income distributional consequences. They do not merely raise earnings, but they do so for a group deemed "deserving" - largely the poor and "hard core" unemployed - and they do so in a manner that is socially preferred to transfer payments.

Thus, if government manpower programs are to be justified at all, it will often be necessary - and proper - that the weight be given to their income - distributional consequences, and to their effects on needs, of meritorious groups of individuals.

Summary

Since the 1960's the development of manpower training programs has become a significant part of national policy in North America and other parts of the world. Manpower policies are concerned with the efficient operation of the labour market. Regardless of whether the manpower policies are grounded in the concepts of human resources development the policies are generally stated in the form of economic and social goals. These goals are translated into objectives for use in manpower planning strategies.

II. MANPOWER PRACTICES

To better understand Canadian manpower policies a comparison with other countries is in order. The countries mentioned reflect some of the differences associated with the development and implementation of manpower policies and programs.

Trends in American Manpower Policy and Training Programs

Until the 1960's federal manpower programs in the United States were the result of specific crises such as emergency measures introduced during the depression of the 1930's or World War II. During the 1960's manpower policies were added as a major tool in efforts to sustain economic growth and reduce unemployment amongst those classified as "unskilled and uneducated." As a result of this, the Manpower Development and Training Act (MDTA) of 1962 and the Vocational Education Act of 1963 were introduced. It was suggested that unemployment was associated with education, age, race, and geographic location. Because of this programs were introduced to assist groups such as the Negro and youth. For example, the Youth Employment Act of 1963 was used to employ youths in rural conservation camps or home town activities, that were considered to be desirable.

From the manpower policies and legislation of the 1960's, manpower programs have become an integral part of overall governmental economic policy. Levitan (Gordon, 1966:103) suggests that existing manpower programs can be divided into three categories:

1. labour market services to combat frictional unemployment by matching vacant jobs with idle but competent workers;
2. rehabilitaiton and training programs undertaken to reduce structural unemployment by preparing technologically displaced or disadvantaged workers for existing job vacancies and to promote upward mobility;
3. public job creation to conteract cyclical and seasonal unemployment.

The focus of attention of manpower policies in the United States has been on individual needs rather than on the national economic condition. (Shultz (1969:10) suggests that:

> "The Nation's manpower programs have been directed primarily at particular human problems rather than at their economic effects. They have been concerned with opening opportunity for persons disadvantaged by technological change, economic downturn or dis-location, poor and discriminatory educational preparation, and other barriers to self-supporting employment."

As a result of this type of outlook, manpower programs have tended to rely on job placement or counselling services, and on the job training rather than institutionally based training.

There was, until the 1970 recession, an increasing emphasis on private sector participation through wider use of on-the-job training, subsidies to private employers, appeals to the "corporate conscience," and government-business partnership programs.

According to the 1974 Manpower Report of the President, the new Comprehensive Employment and Training Act 1973 (CETA) is certain to have a profound effect or impact on the ways manpower services are conveyed to individual recipients. It has been suggested that in greatly advancing the Administration's aim of transferring the responsibility and resources for manpower programs to States and localities, the CETA approach is likely to minimize the federal direction of program design and operation (Manpower, June 1974:22).

Under CETA elected officials will act as prime sponsors of comprehensive manpower programs in their jurisdictions, which may consist of states, cities, counties, or consortia of jurisdictions. The mix of manpower services to be made available in each of the areas will reflect the decisions of prime sponsors who are authorized to provide a full range of such services including transitional public service employment.

The Act decentralizes and decategorizes numerous programs under the Manpower Development and Training Act and parts of the Economic Opportunities Act. The new law largely eliminates the numerous categorical programs authorized under the earlier legislation. Rather than operate manpower programs project by project through separate sponsors, as has been the case, the Secretary of Labour now will make block grants to about 500 local and state sponsors who will plan and operate manpower programs to meet local needs.

This legislation establishes a program of financial assistance to state and local governments for comprehensive manpower services. Among purposes for which funds may be used are:

> recruitment, orientation, counselling, testing, placement and follow-up services;
> classroom instruction in the occupational skills and other job related training such as basic education;
> subsidized, on-the-job training by public and private employers;
> allowances for people in training;
> supportive services such as necessary medical care, child care, and help in obtaining bonding needed for employment;
> transitional public employment programs.

Each prime sponsor must appoint and staff a Planning Council that has representation from the client community, local organizations, the employment service, education and training agencies, business, labour and when appropriate, from agriculture. The Council is to recommend plans, procedures, and goals; monitor programs; and evaluate the manpower effort in the light of local needs.

The federal government will retain supervision of manpower programs for Indians and for migrant and seasonal farmworkers. The Secretary of Labour is also authorized to provide manpower services for such special groups as youth, offenders, older workers, persons of limited English speaking ability and other persons with particular labour market problems.

Even though there has been a significant decentralization of manpower functions to regions within the country, lack of emphasis on institutional type training programs seems unlikely to change. With the localization of training needs there may be a trend towards the establishment of a wide variety of special courses in training and retraining programs.

European Manpower Policies and Programs

Sweden is used to illustrate another modern technological country that has adopted an active manpower policy but has taken on a different area of emphasis than that of the USA or some of the western European countries. Although accepting the basic goals of full employment, economic stability, a high rate of growth, and the greater equality in the distribution of income Sweden has tended to concentrate on the goal of full employment.

The successful cooperation between the various parties involved in the labour market has been achieved by means of entrusting the overall authority for administration of manpower activities to the National Labour Market Board (NMLB) (Costy, 1973:14).

The governing board of the NMLB is composed of a chairman and vice chairman appointed by the government, and representatives of national employer and employee organizations and interest groups (e.g., female and agriculture). At the local level, the national organization is duplicated in 24 county labour boards each chaired by the country governor who is the top administrative official for a local area.

The pattern of use of manpower resources suggests that the social benefits that accrue from affording each person the opportunity of earning an adequate income, which is protected from cyclical, structural, seasonal, and all other disruptive factors, take precedence over economic considerations such as price stability.

The current concern is on the demand side of the labour market rather than that of supply. Programs included in the manpower policies involve the distribution of labour market information, labour market placement programs of occupational and geographic mobility and immigration.

Labour market training for adults consumes a very large part of the NMLB budget.

> "The Swedish training system has the capacity to absorb up to three percent of the labour force at any one time. Periods of unemployment can thus be used to prepare people for entry or reentry into the work force at higher levels of skill and with enhanced employment prospects" Australian Interdepartmental Study (1974:56).

At the local level, the client is exposed to a coordinated team of advisers who assist in solving his or her problem. The advisers include employment, vocational guidance, training, rehabilitation and social welfare officers.

Costy (1973:15) suggests that the success of the Swedish system is in part due to the geographical size, population and homogeniety of the country but in the main, it is due to the effective cooperation between a wide variety of national and local organizations which range from the national "blue" and "white" collar unions to the national police board.

As opposed to the emphasis on full employment which appears to be the focus of manpower in Sweden some other western European countries are concentrating on upgrading the quality of the work force.

Germany. Since the passing of the German Omnibus Employment Promotion Act of 1969, the German worker has been given access to subsidized training in the following areas:

a. basic occupational training and continuation courses for workers who cannot afford the fees themselves;

b. further training which consists of training for promotion adaptation training, training for women returning to the labour market, training for trade tests, training for instructors and training for older job seekers;

c. retraining to correct or prevent unemployment.

According to Rubens (1972) although the training is available, the major problem is to get into the system the type of people who really need the training.

France. The French Training Act of 1971 came into existence as part of the 1970 agreement between union federations and employer associations. The agreement expressed the dissatisfaction of the workers and the employers with the existing educational system and the way in which workers were trained.

The 1971 Act includes the following sections:

a. provision to the legal right of paid leave of absence from a job in order to obtain training;

b. a stipulation that a firm need not have more than two percent of its workers in training at any one time;

c. a tax on employers, rising to two percent of payrolls by 1976, which can be waived to the extent that employers provide training themselves or participate in approved training.

d. government contributions for training facilities, instructors salaries, and reimbursement to employers who pay their workers while they are in training;

e. establishment of contributory insurance funds within industry for the payment of training expenses;

f. an attempt to relate the right of occupational training to a system of recurrent or permanent education.

It is interesting to note that the Franch trade unions want "basic and permanent education" built into any training effort, they want a large share in formulating the training programs but they also want employers to take responsibility for financiang the training.

Summary

In America the manpower programs have been directed at individual needs in terms of equity and other social goals. The responsibility for manpower programs has been largely decentralized to regional and county authorities. The emphasis has been placed on involving the private sector in training rather than making extensive use of institutional training.

Sweden has adopted the goal of full employment as the major task of manpower policy. As up to three percent of the work force can be involved in training at any one time, training is seen as a major tool in achieving manpower policy. The success of the Swedish manpower policies is due to the effective cooperation of the various national and local organizations which are involved.

The German and French governments have reflected the need for training in their current manpower legislation, initiated to upgrade the quality of the work force. The problem is to involve, in the training programs which are available, those people who need the training most.

The emphasis on training, particularly institutional training, is also significant in Canada, but the motivation has come from governmental involvement rather than as the result of union negotiation.

III. THE DEVELOPMENT OF MANPOWER TRAINING PROGRAMS IN CANADA

The development of manpower training programs by the federal government has been restricted because of Section 93 of the British North American Act of 1867 which gave provinces the responsibility for education. "In and for each Province the Legislature may exclusively make laws in relation to Education."

There was, however, in the 1960's many a battle between the educator (total man) and economist (skills for production) points of view (Dupre, 1973:84-93). The distinction between education and training was seen as philosophical and technical rather than legal. The legal interpretation has not been resolved. This is borne out in the address of Robert Stanbury to the Canadian Teacher's Federation Education Finance Conference in Winnipeg in February 1967. He quoted the Prime Minister as saying:

> "The federal government believes that the training and retraining of adults for participation in the labour force are well within the scope of federal jurisdiction... Once the normal process of education for an individual is completed and that individual is established in the labour force, measures of training thereafter to fit him to the constantly changing technological world are not 'education' in the constitutional sense."

Mr. Stanbury went on to say:

> "But direct education expenditures by the federal government this year will be more than $500,000,000 including support for higher education and research, technical and vocational training; education of our Indians and Eskimos, of penitentiary inmates, of servicemen's children, and so on and on..."

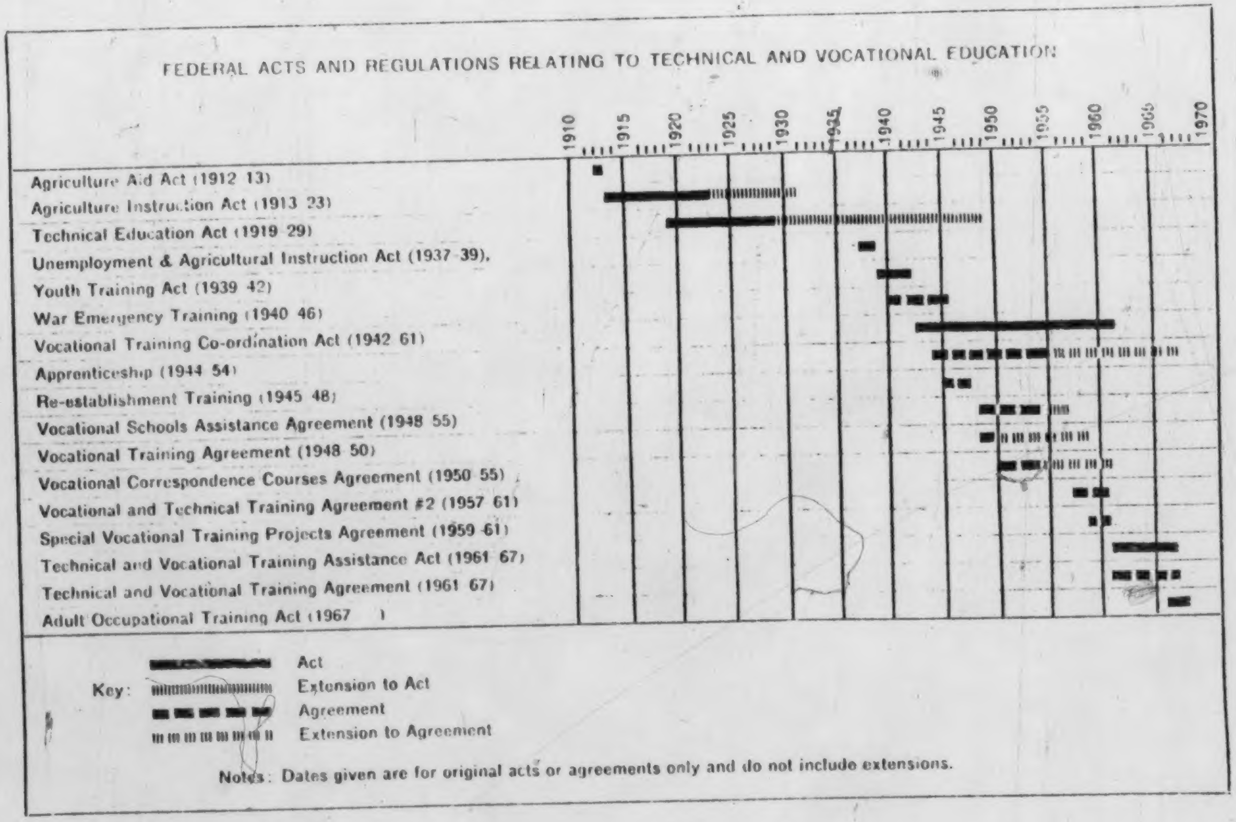
Even though the Federal Government is actively engaged in educational type programs the legal question has never been clarified by the courts. While provinces are willing to accept federal aid for manpower training programs which may or may not be educational in nature it is likely that the legal question will ever be raised.

Prior to 1967 the federal government involved itself in the education and training of people for the work force through a wide variety of acts and agreements. These have been summarized in the following table (Table 1) taken from Young and Machinski (1973:18).

It can be seen from Table 1 that the Federal Government has taken an active concern with the area of vocational skills development since about 1912 through its support for the development of training facilities so that young people in particular could be assisted in entering the work force. It was not, however, until 1960 when the Technical and Vocational Training Act was passed that the Federal Government's participation in the area of vocational training reached any real significance.

In the historical outline of his submission to the Work Commission, Villett (1970:3) suggests that through the years, the emphasis on technical and vocational training by

TABLE 1



FEDERAL ACTS AND REGULATIONS RELATING TO TECHNICAL AND VOCATIONAL EDUCATION

Notes: Dates given are for original acts or agreements only and do not include extensions.

(Young and Machinski, 1973:18)

the federal government has changed to meet the economic needs.

> "In the depression period the emphasis was on youth that required skill training to compete in the labour market; during the Second World War there was a need for skilled production workers; post war training was aimed at rehabilitating the veterans; the 60's emphasized the build-up of technical and vocational schools with a shift in the later period of the 60's to the training of adults. The 70's will be a period of social awareness and will emphasize the training of the socio-economically deprived groups."

A number of forces have helped to set the direction that federal manpower policies and programs have taken during this period.

Federal government attempts at manpower programs during the 1960's were precipitated by the economic and social conditions of the late 1950's. Following the brief period of great economic expansion, 1958 began a period of unemployment during which the rate averaged seven percent. By 1958, the composition of the work force was shifting to include more white collar workers while the numbers in manual type occupations was declining. As the less educated tended to be those people who were out of work the assumption was made that the introduction of "automation" was a cause of the unemployment (Meltz, 1974:243). These factors together with the post war population bulge reaching the post secondary age levels, the increasing desire of students to attend universities, the decline in immigration, and the fact that facilities for the vocational training of youth were inadequate focused attention on the need for improved training policies and programs.

The Technical and Vocational Training Assistance Act (TVTA) was the first significant attempt of the federal government to deal with a manpower problem by influencing the supply side of the labour market through training. Some programs, however, did try to influence job creation (e.g., the Municipal Winter Works Incentive Program). The TVTA Act administered by the Department of Labour was a cost-sharing program with the provinces which allowed for capital grants for the construction of training institutions and the sharing of operational costs of the programs.

In general the provinces saw the TVTA Act as a means of solving the financial problems of providing additional space in the technical and vocational institutions (Dupre, 1973:39). From the federal point of view, unemployment figures could be reduced by delaying the entry of large numbers into the work force and by ensuring that the entrants would have skill qualifications that would provide a hedge against future unemployment.

The TVTA Act was able to group together all of the federal-provincial activities in the area of vocational education including the apprenticeship training agreements. Through the various programs, the Federal Government hoped to reduce the high level of unemployment of manual type workers, provide facilities and vocational programs for youth and, through student aid, assistance to universities to encourage professional training.

If judged in terms of its objective of increasing the supply of technically trained persons and directly or indirectly reducing the number of unemployed, the TVTA Act could be judged to be a success. Bryce (1970:326) in discussing the ending of the TVTA Act identified three factors which he suggested were closely associated with its being phased out. He suggested that the factors revolved around the lack of political pay-off or return to the Federal Government, the conflict between the federal and provincial governments as to the financial support for the different programs and the value of shared cost type arrangements.

The financial liability of the various governments and complaints that these types of arrangements distorted provincial priorities suggest some of the economic and political factors which helped to produce a general disenchantment with the cost-sharing approach to funding programs.

In the period between 1960 and 1965 the federal Department of Labour was able to establish some manpower mobility programs and a form of consultative service. At the beginning of 1966 manpower programs including technical and vocational training and civilian rehabilitation and immigration were combined to allow for the development of a comprehensive manpower approach through the one Department of Citizenship and Immigration.

It appears that the inclusion of the National Employment Service within the new department came as a result of the Gill Report of 1962 which examined the Unemployment Insurance Act, and from the support of the Economic Council of Canada (Dupre, 1973:46-48).

The Economic Council of Canada, in its First Annual Review (1964), agreed with the Gill Report's recommendation to place the National Employment Service within an operating department of the government. The Council suggested that the National Employment Service was handicapped because it was subordinate to the Unemployment Insurance Council, it was outside of a government department, and because it failed to see itself in an expanded role as part of manpower service.

The new Department of Citizenship was soon changed to the Department of Manpower and Immigration through the Government Organization Act of June 1966. Within the Act, Section 13 states:

> "The duties, powers and functions of the Minister of Manpower and Immigration extend to include all matters over which the Parliament of Canada has jurisdiction, not by law assigned to any other department, branch or agency of the Government of Canada, relating to
>
> (a) the development and utilization of manpower resources in Canada;
> (b) employment services; and
> (c) immigration."

Although the views of people such as Breton (1970) play down the importance of the Economic Council of Canada, Dupre (1973:49) suggests that it has played a part in shaping the administrative structure of the Department of Manpower and Immigration. On May 9, 1966, during the debate concerning the Government Organization Act, the Prime Minister and various members referred to and endorsed the views of the Economic Council of Canada. The Council has continued to put forward its views on manpower policies since it was created as an independent advisory body by Parliament in 1963. The functions of the Economic Council include the following: --

a. to define social and economic goals that Canada can realistically hope to achieve in the near future (five to ten years);

b. to recommend to the federal, provincial, and municipal governments, as well as to private industry, the kind of policies most likely to help achieve these objectives;

c. in general, to try and anticipate the future problems and advise on the type of action considered necessary to deal with them.

The Council views its functions in terms of clarifying, studying, analyzing, monitoring and communicating the basic social and economic goals of Canada and suggesting various strategies for trying to achieve these particular goals. These views are made known through various publications and statements such as their annual reviews.

Manpower policies are influenced by the general social and economic goals of long run economic growth, equity through the reduction of poverty and interregional disparities and stabilization through the reduction of unemployment and price stability. The following basic goals were suggested in the first annual review of the Economic Council in 1964 and

C

outlined in the second review:

> "Full employment - A realistic objective to be aimed at over the balance of the 1960's, although not an ultimate or ideal goal, was set at an annual rate of 97 per cent employment of the labour force, or no more than 3 per cent unemployment, for the economy as a whole.
>
> A high rate of economic growth - A very rapid rate of expansion of employment at 3 per cent per year in 1970, together with an over-all rate of growth of output per employed person of 2.4 per cent per year, were combined to indicate an average annual rate of potential growth in output of 5.5 per cent.
>
> Reasonable stability of prices - Rates of change in prices and costs to 1970 within our flexible market system should be contained within the limits of the ranges of movements over the decade from 1953 to 1963. Over these years, for example, the average annual increases in consumer prices and in prices of all goods and services produced in Canada were 1.4 percent and 2.0 per cent, respectively, but there were some moderate year-to-year variations around these rates" (Economic Council of Canada, 1965:7).

These three goals still form the basis of the Economic Council's outlook.

The influence of the second annual report of the Economic Council (1965:181-184) with its recommendations for the expansion of skill training particularly for the adult labour force as a means of increasing productivity, together with the faults which had emerged with regard to the operation of the TVTA Act justified the federal government's decision to discontinue its programs on the expiry date of March 1967.

From the federal government's point of view the operation of the TVTA Act revealed the need to:

1. clarify the role of the federal government with regard to post-secondary education within the provinces;
2. seek methods for placing less emphasis on the training needs of youth and more on those of adults;
3. provide a more equitable method of funding so that the wealthier provinces could not receive a disporportionate amount of federal funds;
4. examine alternative programs which would allow or encourage industry to undertake more inplant type training programs.

The federal government, in consolidating the various departments within the Department of Manpower and Immigration, had obtained a counselling and placement service through the established national employment service offices (which had their names changed to Canada Manpower Centres), and with the passing of the Adult Occupational Training Act (AOT Act) it was able to purchase training courses for clients (people in the work force) who required training to obtain productive employment.

The Adult Occupational Training Act (AOT Act) set out in Appendix A, was a departure from the approach of the TVTA Act in that it shifted the emphasis from youth to the development of post-high school adult training and retraining and it established a new format for financing the training pograms. The provinces were reimbursed by the federal government for each place ("seat") occupied by a student in a course, rather than according to capital costs or the type of programs established. The Department of Manpower and

Immigration purchases training services after consultation with the provinces. The places for students may be purchased from provincial technical institutions, private schools, colleges, or from industry. The quality of the education or training is assessed by the province before training places are purchased.

To qualify for training, a person's age must be at least one year greater than the regular school leaving age and the person should have been out of school for at least one year. The person must also be considered by the administrator of the local Canada Manpower Centre to be capable of benefiting from the training. Although the training is limited for specific skill training to 52 weeks, it is also possible to undertake a basic upgrading course of 52 weeks as well.

The AOT Act is only one of the acts and regulations for which the Department of Manpower and Immigration is responsible through the provisions of the Government Organization Act of 1966. The following brief outline of the objectives and programs and services of the department has been taken from a recent annual report of the Department of Manpower and Immigration:

> The Department of Manpower and Immigration created under the provisions of the Government Organization Act, 1966, has responsibility for the development and utilization of manpower resources in Canada, employment services and immigration.
>
> Programs and services administered by the department are specifically directed toward the following objectives:

the effective and rapid matching of workers and jobs through counselling, development of job orders and referral of workers to employers;

the selection of immigrants required by the economy, as well as the admission and settlement of immigrants to enhance the social and cultural development of Canada, including the reunification of families;

the provision of training courses that will maximize the workers' producitvity and income levels and meet the manpower requirements of employers;

the provision of financial assistance to unemployed or underemployed workers, enabling them to move with their families to jobs in other areas of the country;

the facilitation of manpower adjustments required by technological and other change through incentives and consultation with labour and management;

the gathering collating and distributing of labour market information and data, and detailed analysis of the impact of departmental programs;

the provision of incentives for job creation to alleviate winter unemployment.

The Acts and Regulations administered by the department are as follows:

Immigration Act (R.S.C. 1970, c. 1-2 and Regulations)
Adult Occupational Training Act (R.S.C. 1970, c. A-2 and 1972, c. 14)
Part VII of the Unemployment Insurance Act, 1971 (1970-71-72, c. 48)
Reinstatement in Civil Employment Act (R.S.C. 1952, c. 236)
Vocational Rehabilitation of Disabled Persons Act (R.S.C. 1970, c. V-7)
Section 13 of the Regional Development Incentives Act (R.S.C. 1970, c. R-3)
Section 11 of the Area Development Incentives Act (1965, 12)

> The Department adminsters all regulations and amendments thereto, made pursuant to the above and also administers the following additional Regulations:
>
> > Manpower Mobility and Assessment Incentives Regulations (P.C. 1972-360) made pursuant to Appropriate Act No. 3, 1971; and Manpower Mobility Regulations (P.C. 1972-44) made pursuant to Appropriation Act No. 3, 1971" (1972:IX).

Summary

The involvement of the Federal Government in manpower training has been influenced by a number of social and economic factors. Although the legal right of the federal government to involve itslef in "training" has never been contested on constitutional grounds, it has restricted the ways in which the federal governments has developed its manpower training programs. The philosophical distinction between training and education had tended to disappear as federal funds through the Technical and Vocational Training Act were used to assist in the provision of vocational training facilities and programs during the early 1960's. Because of the problems which arose with the financial arrangements and the conflict between the federal government and the provinces over the development of programs, the Technical and Vocational Training Act was terminated and the Adult Occupational Training Act passed. With the introduction of this Act in 1967, the shared cost arrangements disappeared and the emphasis moved from the training of youth to adult programs. Influenced by the views of the Economic Council of

Canada by reports such as the Gill Report and by the desire to coordinate a number of related activities, the Department of Manpower and Immigration was formed by the federal government following the passing of the Government Organization Act in 1966. This department has assumed responsibility for the development and utilization of manpower resources in Canada so that national economic and social manpower objectives could be achieved.

IV. THE DEVELOPMENT OF MANPOWER TRAINING PROGRAMS IN ALBERTA

The legislation for establishing an Alberta Department of Manpower and Labour in 1972 emerged out of a history of various government departments being responsible for programs of training, and the political views as to how and where the responsibility for manpower programs should be located. The federal legislation and funding arrangements for manpower programs since 1960 have tended to influence the direction that manpower programs have taken in each of the provinces. Generally, federal funds have been allocated to specific programs and the Department of Manpower and Labour has helped coordinate these activities and provide its own forms of manpower services.

With the passing of the Technical and Vocational Training Assistance Act (1960) the provincial responsibility for the administration of the federally operated programs, the provision of facilities, training services and financial arrangements became the responsibility of the vocational education section of the Alberta Department of Education. The TVTA Act assisted in the rapid expansion of vocational education facilites and programs within high schools and the extension of training institutions such as the Northern Alberta Institute of Technology (NAIT). There was a change of emphasis from "youth" to "adult" type training after the passing of the Adult Occupational Training Act (1967). The Division of Technical and Vocational Education within the Department of Education retained control of the federal training agreements until the division was absorbed into the newly formed Department of Advanced Education in 1972.

Payments for training places and programs for Canada Manpower were made through the Division of Technical and Vocational Education until the formation of the Alberta Colleges and Universities Commissions in 1969. Colleges involved in manpower training programs were then classified as "private schools" for program arrangements and payments were made direct to the institutions. As this process proved dysfunctional, payments were then made through the Alberta Colleges Commission which in turn paid the institutions. The Division of Technical and Vocational Education continued its function of coordinating and administering these programs until the Alberta Colleges Commission was abandoned and the Division was then integrated into the Department of Advanced Education.

During the 1960's and the early 1970's various views on manpower training were expressed directly or indirectly through reports, position papers and political party statements. These included the white paper on human resources development released by Premier Manning in March 1967; the policy statement on post-secondary education by the Minister for Education in January 1970; and the platform statement of the Progressive Conservative party in 1971.

In March 1967 Alberta's Premier Manning released a white paper on human resources development which outlined a new orientation towards human and physical resources development through an integration and coordination of government policies. The purpose of this approach is reflected in the introduction of the report.

> "The government of Alberta will therefore endeavour to provide active leadership in the objective reassessment of modern social and economic conditions, and in the development of new concepts and policies designed specifically for the dynamic new era of human achievement which lies ahead for this province..." Manning, 1967:11).

It is argued in the report that all the needs and activities of mankind are related in some way to the development of resources be they human or physical. Because of this assumption, it is suggested that government policies designed to meet the present and future needs of the people of Alberta should be organized and coordinated by applying this concept referred to a "total resources development."

Six policy categories were established to suggest a framework for the integration of the resources for development. In terms of the manpower policy category the following statement outlines the government's viewpoint at that time.

The objectives of the Government relative to manpower are as follows:

> "To facilitate the development of an adequate supply of manpower for both physical and human resources development in Alberta.
>
> To concentrate on the maximum development and full utilization of local manpower from other parts of Canada or from other countries.
>
> To increase the productivity of people employed in physical resources development through the upgrading of their skills.
>
> To encourage 'humanization' in employment, by insisting that people employed in physical and human resources development be respected as Persons and not regarded simply as economic units.
>
> To increase the functionality and standard of service of people employed in human resources development.
>
> To develop a high degree of flexibility and mobility among those employed by encouraging and facilitating:
>
> > the movement of workers from one economic occupation to another as easily and quickly as possible;
> >
> > transition in employment from occupations where people are working primarily with 'things' and 'materials' to occupations where they will be working more with 'people' and 'ideas.'

> involvement in 'free and creative activities' of the individual's own choosing" (Manning, 1967:71).

In 1970 the government released a policy statement through the Minister of Education (Clark, 1970) showing its position on post-secondary education. This report indicated the intended cooperation of the provincial government with the federal Department of Manpower and Immigration and it also stressed the need for the expansion of facilities and programs to meet the demand for vocational type training programs.

With the election in mind, the Progressive Conservative party produced a comprehensive platform statement called "New directions for Alberta in the seventies" (1971) which included the party's view on manpower program development.

In the area of adult training, the stated challenge was:

> "To provide the opportunity for an Albertan who wishes to acquire a skill; improve his or her educational level; or upgrade his or her capacity to meet the demands of a technological age with the chance to do so under reasonable conditions of income maintenance, instructional equality and adequate facilities" (Section III).

In planning new directions, the party saw the following as important:

1. To embark upon a detailed forecast of Alberta's skill requirements (along the lines of the Manitoba study) for 1980;
2. To take over from the Federal Government, the dominant responsiblity for adult training and re-training, with the cooperation and with the support of the Federal Government;

3. To overcome the existing weaknesses and lack of concern with training opportunities for:

    (a) those over the age of 30;
    (b) with the unemployed;
    (c) with those living in rural areas;

4. To involve private industry in a much larger role in this area in accordance with the emergence of a demand for a social balance sheet from our corporate citizens;

5. To update and improve the apprenticeship program and its regulations in Alberta;

6. To re-organize the government functions in this area no separately operated by the Departments of Education. Labour and Social Development" (Section III A. 3).

With the election of the Progressive Conservative party in August 1971, the new government refered the Department of Labour and created a Department of Labour and Manpower. The change was made law with the passing of the Manpower and Labour Act in June 1972. The new department appears to owe its existence to the economic position (due to mineral wealth) of the province in relation to the other provinces, the relatively small population and the isolation of the province from the larger labour markets to the East. The desire of the government to create a provincial economy based on industrial diversification increased the necessity to organize the development of greater resources of trained manpower. The need to coordinate the educational requirements and social service functions associated with the labour market also played a part in the establishment of the department.

The government's view is indicated in the summary of the contents of the new bill outlined by Dr. Hohol at the first reading in March 1972.(Hansard Alberta, March 23, 1972, 16-5).

> The purpose of this bill might be outlined as follows. To ensure the availability of adequate information regarding manpower resources in Alberta by conducting, commissioning or instituting such research studies as may be necessary; to co-ordinate the activities of other departments and agencies of government that would facilitate the development of a comprehensive manpower program; to co-ordinate the operation of federal programs relating to manpower policy within the Province of Alberta; in conjunction with the Executive Council, to establish operational guidelines to ensure that a comprehensive manpower program is developed; and to develop such other programs as are necessary to facilitate the implementation of a comprehensive manpower program for Alberta.

At the second reading of the Bill (No. 29) on May 8, 1972 (Alberta Hansard, May 8, 1972 45:42-69), Dr. Hohol commented further on the proposed Act.

> "The underlying principle of this act is a provision of the manpower function at the provincial level in Alberta. The need is for several reasons, and I should like to illustrate one. It is to deal with problems closest to home in our own province. The example that suits this is the federal initiative taken in the matter of inflation which caused a great deal of unemployment across the nation and certainly in Alberta.
>
> Our provincial economy generally, and certainly unemployment specifically, was affected by things throughout the province. We know that we can gear up and tune up, plan and execute policy much faster at the local level than at the federal. To-day, Mr. Speaker, there are many rapid changes in technology and of a social kind that affect the working people, Again, we feel that working with provincial initiatives, we can more readily and more easily manage these changes to the benefits of the people, the employees, rather than hurt them. A major principle, therefore, is that all Albertans should have an opportunity for work, and that every effort of government should be directed toward this kind of objective. This is embodied in the Manpower and Labour Act. This applies, Mr. Speaker, to

all Albertans: the skilled, the unskilled, and the so-called unemployables.

To this end we have set up two funds already - the Alberta Opportunity Fund and also the Argicultural Development Fund, Mr. Speaker. The current reliance on resource development must be balanced with secondary industry because in the construction phase of resource industry you have the boom period nearly always followed by a slackening of employment during the period of operation. So while our resource development must continue and even increase, we feel very strongly that this must be balanced with secondary industry and again to this end the objectives of the department will be geared. This means that there is need for co-operation, Mr. Speaker, within the government, amongst all the departments--because most of them have to do with employment and with manpower--and also in the agencies of the municipalities and the federal government. We are looking to the particular job specification of co-operation and co-ordination of employment programs and services within and without the government.

Let me conclude by commenting on the three or four functions which Canada Manpower carries out throughout the country. The first one is the matter of placement, and federal emphasis is on finding workers for specific jobs. We in Alberta feel that the emphasis at the local level needs to be finding jobs for workers. Another function of Canada Manpower is that of training, but we haven't in Alberta, as we haven't across the nation, the knowledge of the number of jobs that will be open over the next three years, and the kinds of skills and competence these jobs will require. One of the first and fundamental objectives of this department will be to develop the capability to do on a long-range and short-range basis, this kind of forecasting.

A third function that Canada Manpower carries, Mr. Speaker, is that a career planning. This is related federally to placement and training, and falls short at the local level in the total counselling concept with respect to careers. We feel that counselling in a career way goes into long-term planning of what a person will do with his life from that point on. This is a capability we hope to develop.

A fourth function of Canada Manpower is that of mobility. This means in an over-simplified way of moving the workers to where the jobs are. We believe that, at the provincial level, we have to train the people for the jobs that happen to be in the area in which there are unemployed. In saying these things, Mr. Speaker, let no one misunderstand that I'm particularly critical of Canada Manpower. The federal objectives are simply different than those of the provincial level. Our intention is to share the function with Ottawa, to review it, to negotiate some of the agreements, and to encourage them to do more and better in certain areas, and to relinquish certain functions and certain competance and the resources that go with these to the Province of Alberta.

So in summary, there is no intent to take over the operation of Canada Manpower - quite the contrary. Again, to illustrate, the western Canadian, and certainly therefore, the Alberta Manpower liaison, co-operation and co-ordination is conducted from the regional office at Winnipeg. This is simply too far away in distance and time. Mr. Getty and I have already had discussions with Ottawa to the end that we might have a Canada Manpower office to service Alberta. We are hopeful that we might negotiate this one particular thing.

Secondly, Mr. Speaker, in summarizing my remarks, there is a matter of exceptional employment variations in particular areas and particular industry from time to time. In working with Mr. Peacock and other ministers, and the private sector, we will attempt to even this out as much as possible.

Thirdly, we hope, in fact we must develop an information base on labour demand and supply so that in the foreseeable future we can match up labour and demand supplies, because while we do have a lot of unemployment, at the same time certain jobs in certain places can't be filled.

Fourthly, a research emphasis to forecast employment levels and occupational trends will be a high priority of this government through the Department of Manpower and Labour.

Lastly, the Act recognizes that while most Albertans enjoy what may be called 'the good life,' a sizeable and unacceptable portion of our population lives in circumstances which are not acceptable to us. This returns us then to the over-riding principle of the Manpower and Labour Act. That, Sir, is job opportunities for all Albertans."

Dr. Hohol in these statements was able to distinguish between federal and provincial responsibilities and speak of the coordinative functions of the new department in terms of its relationships with the federal government and other Alberta departments. He also stressed the need for the development and implementation of a comprehensive manpower policy for Alberta.

Summary

Prior to the establishment of the Department of Manpower and Labour in 1972 manpower services were dispersed amongst a number of government departments including Education, Agriculture, and Labour. Although various viewpoints were expressed in the form of white papers, policy statements and election platforms before 1972 there was little coordination amongst those responsible for the development or implementation of manpower activities.

The Department of Manpower and Labour appears to owe its existence to factors such as the relative isolation of the province from the larger labour markets to the East, the economic position of the province in relation to other provinces and the desire of the government to foster the growth of a diverse industrial based economy.

In the legislative debate on the formation of the Department of Manpower and Labour, Dr. Holol stressed the need for the development of a comprehensive manpower policy, and outlined the development of future manpower programs.

The Alberta Government is concerned with developing a comprehensive manpower policy by obtaining accurate information on manpower resources and coordinating the manpower activities of its own departments and those of the Federal

Government as they relate to Alberta. In contrast the Federal Government has pursued national economic and social objectives through the arrangements made in terms of the Adult Occupational Training Act and the various services provided by the Department of Manpower and Immigration.

CHAPTER 3

POLICY IMPLEMENTATION AND THE DEVELOPMENT OF A CONCEPTUAL FRAMEWORK

I. INTRODUCTION

This chapter reviews various policy models and develops the conceptual framework for the study. The conceptual framework helps in the identification of the most important aspects of the process of policy implementation, provides a possible explanation for the relationships, and sets the data collection boundaries for the study.

II. THE DEVELOPMENT AND USE OF POLICY MODELS

The conceptual basis for this study rests on general systems theory and makes some use of the concepts associated with the political systems model developed by Easton (1965). As the political model does not provide sufficient elements within the conversion mechanisms or throughput cycle of the system to explain the policy implementation process some elements of various policy models are included.

Most of the policy models reviewed in this section were selected because they devote attention to policy execution. This is done to allow greater attention to be paid to the area on which the study is focused. To help understand problems or issues in the implementation of policies writers such as Spiro (1962) and Simeon (1973) have been cited to provide insights into the question of issue analysis.

Systems Theory

System theory is one of the most commonly used approaches to providing a conceptual overview which can cope with looking at the interaction of individuals, groups and institutions in a meaningful way. This type of analytic framework also provides a view of the trends and linkages between the various components in the system so that the process is viewed as a totality as well as a set of specific interactions.

General systems theory is the term used to describe

> a level of theoretical model building which lies somewhere between the highly generalized constructions of pure mathematics and the specific theories of the specialized disciplines (Boulding:1956)

A system can be viewed as any entity, physical or conceptual, which is composed of interrelated parts, united by some forms of regular interaction and interdependence. Thus all systems have a definable structural arrangement of component parts or elements which are organized to perform certain functions. The system passes through certain states following an identifiable set of procedures to produce certain outputs. As the outputs of the system are related to the functional aspects of the system there are feedbacks to the system as a whole which form the basis of further inputs. The components of a system are illustrated in Figure 1.

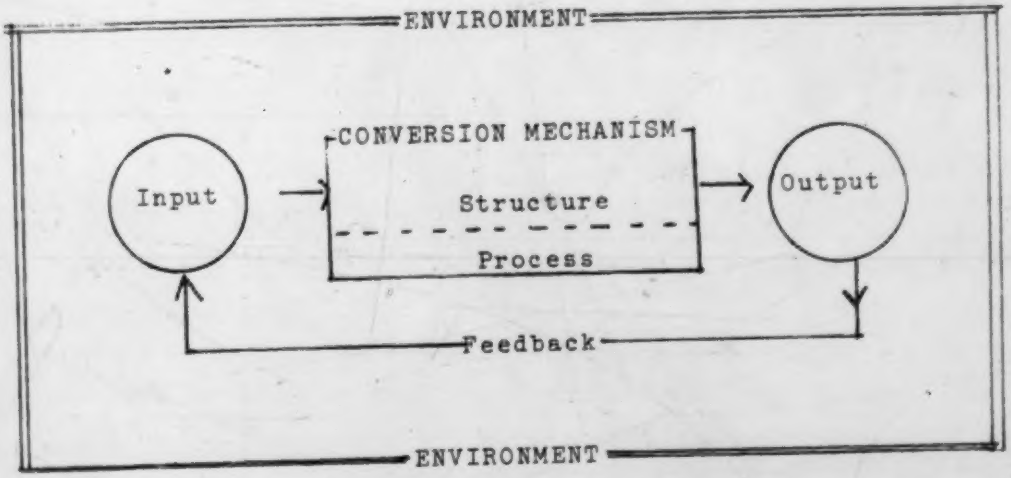

ENVIRONMENT
CONVERSION MECHANISM
Input
Structure
Process
Output
Feedback
ENVIRONMENT

Figure 1: The Fundamental Components of a System

The Political Systems Model

The systems approach has produced a number of models which have been related to political processes. The political system is generally seen to be made up of people and institutions interacting according to certain rules of conduct in order to accomplish certain objectives. The following model (Figure 2) is an illustration of a political system.

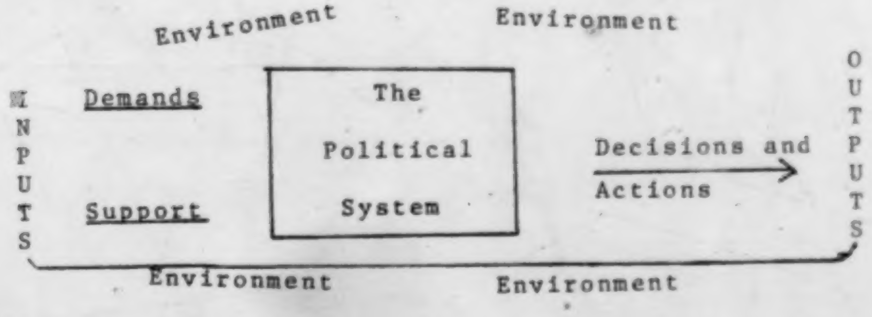

Environment
Environment
INPUTS
Demands
Support
The Political System
Decisions and Actions
OUTPUTS
Environment
Environment

Figure 2: A model of the political system

This simplified political model is based on the views of Easton (1965) who suggests that it is possible to identify the political system and abstract it from the totality of social behaviors because it is concerned with the authoritative allocation of values for society. It must also be remembered that the conceptual boundaries that have been established separating the system from the environment are not completely closed and that exchanges can and do take place. However the boundaries allow for sufficient distinction to be made between the inside and the outside of the system.

As the allocation of values is seen to be associated with the distribution of scarce resources in an authoritarian way a political model is helpful in understanding the development and implementation of policies. The issues which occur as a result of the process can also be identified.

Another political systems model which is helpful in understanding the issues and problems which arise within a political system is the issue-processing model (Figure 3) developed by Spiro (1962).

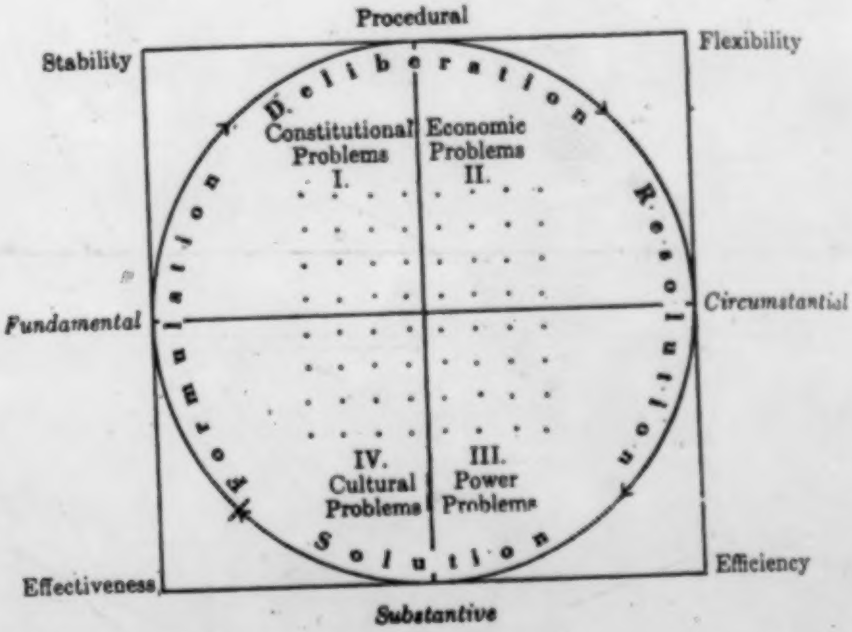

Procedural
Stability
Flexibility
Deliberation
Constitutional Problems I.
Economic Problems II.
Formulation
Resolution
Fundamental
Circumstantial
IV. Cultural Problems
III. Power Problems
Solution
Effectiveness
Efficiency
Substantive

Figure 3: A diagram of a system in dynamic equilibrium

Spiro sees a political system as a community of individuals trying to define and process issues in the light of some form of goal consensus. The issues in the political system occur because of some measure of conflict on the means by which a set of common goals should be achieved. The value of Spiro's model is that it helps to isolate issues into constitutional, economic, cultural, and power areas.

Merento (1965) in the development of his political model to study the introduction of Federal legislation on education in America used a systems approach. He suggests that the subject matter of political science may be viewed as part of a system because it is designed to focus on the set of relationships among political actors and institutions. These actors, working through the institutions, produce authoritative decisions which will be written into public policy and consequently enforced by the power of the state. His model is useful as a means of understanding the development of specific legislation (e.g. the application of the model to the genesis of the TVTA by Bryce (1970).)

Implementation Models

To gain greater insight into the policy implementation process it is necessary to look at some of the policy models which have been introduced to help understand this area of study.

The systems models discussed so far help to establish a general framework with which to look at policy development, implementation and issue analysis. A variety of models have been developed within the policy sciences (Dye 1973) to help understand or describe policy making. The rational model (Figure 4) is assumed to be the type of approach most often attempted in governmental policy making. The following are illustrations of the obstacles that Dye (1973:29) suggests inhibit rational policy making.

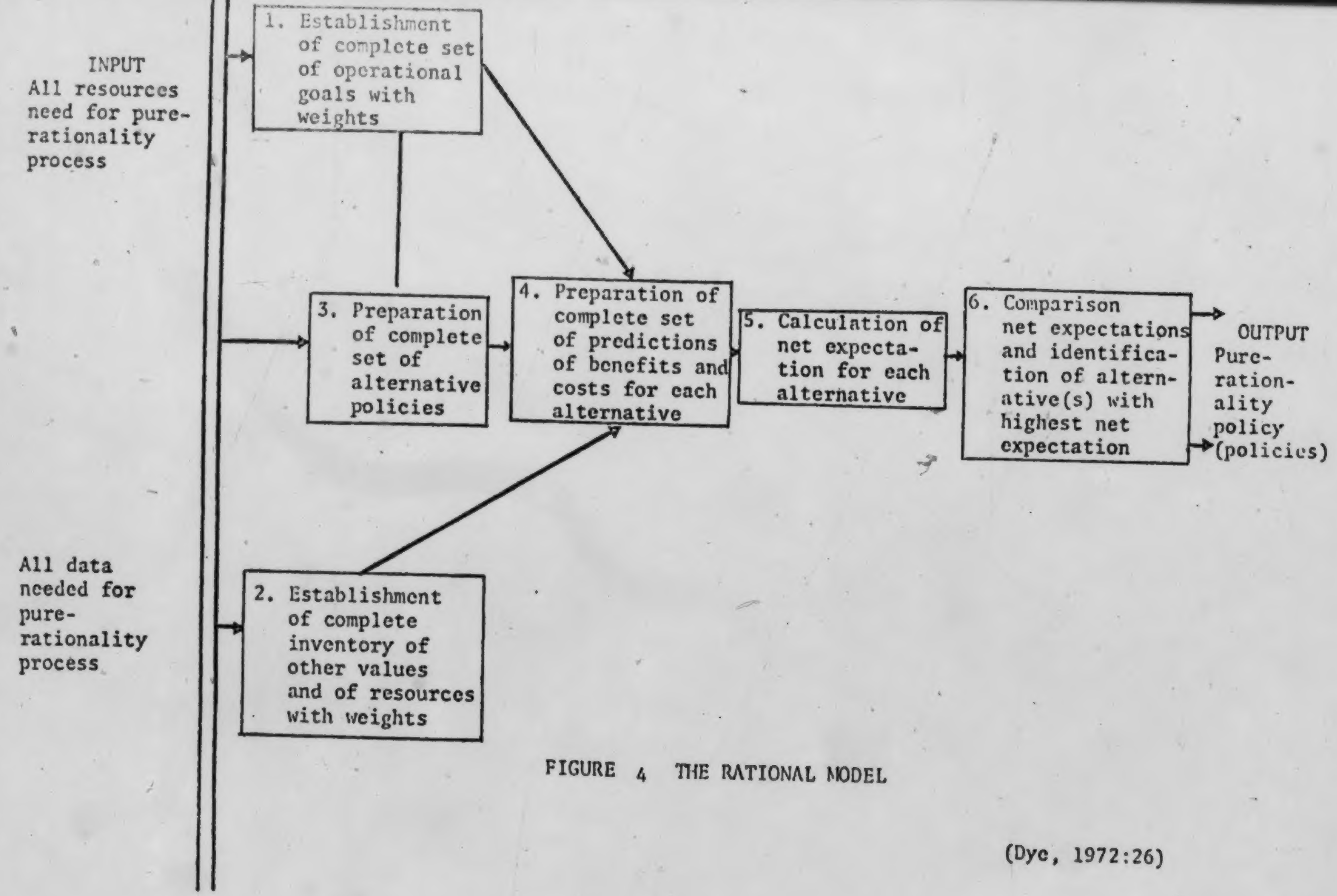

INPUT
All resources need for pure-rationality process
All data needed for pure-rationality process
1. Establishment of complete set of operational goals with weights
2. Establishment of complete inventory of other values and of resources with weights
3. Preparation of complete set of alternative policies
4. Preparation of complete set of predictions of benefits and costs for each alternative
5. Calculation of net expectation for each alternative
6. Comparison net expectations and identification of alternative(s) with highest net expectation
OUTPUT
Pure-rationality policy (policies)

FIGURE 4 THE RATIONAL MODEL

(Dye, 1972:26)

1. There are not societal values which are usually agreed upon, only the values of specific groups and individuals, many of which are conflicting.
2. The many conflicting values cannot be compared or weighted; for example it is impossible to weigh the value of individual dignity against a tax increase.
3. Policy makers are not motivated to maximize net goal achievement, but merely to satisfy their demands for progress. They do not search until they have found the one best way; they stop generally when they have found an alternative that will work.

Dror (1968) saw that policy making could never be purely rational. He developed an "optimal model" to show how policy is formulated and implemented. He identifies intuitive as well as rational actions in the development of policy. His model though valuable as a detailed plan of various components of policy development and implementation is too complex for it to be applied directly to this study.

Few policy models contain an implementation phase, but it is an important part of policy making. Within the realm of political activity in any country illustrations can be found of policy statements which have been adopted but never implemented. The models of Bunker (1972) (Figure 5) and Smith (1973) (Figure 6) have been selected to identify the types of framework used to describe the policy implementation process.

Bunker (1971) suggests that policy problems do not present themselves in any convenient packages suited to the prevailing styles of disciplinary research. He adopts a problem orientation approach on an interdisciplinary base to produce the components of his model of the policy formulation and implementation process. He includes the following as the elements of the policy formulation and implementation process.

1. establishing goals and values;
2. mapping the system and modelling the functional relationships within it;
3. sensing or anticipating discrepancies between goals, values and observed or forecast states of the system;
4. locating or inventing alternative policy proposals;
5. designing and applying selection criteria consistent with the established goals and values;
6. articulating selected policies and strategies;
7. generating operation sub-goals consistent with policies;
8. designing tasks and incentives for implementation;
9. monitoring task perceptions and performance;
10. the measuring and evaluating of outcomes;
11. integrating outcome and process measurements into the diagnostic planning and administrative sections of the process.

The elements suggested by Bunker provide a useful insight into various aspects of the policy development and implementation process.

Bunker (1972:71-80) in looking at the policy execution process within a federalistic framework for America developed a matrix as the sources of inputs to policy execution (Figure 5).

Functions and Participants / Jurisdictions	(a) Administrative Bureaucratic Program management and execution.	(b) Political Leadership Political sanction and normative guidance.	(c) Rational Analytic Knowledge utilization; Policy research; Program evaluation	(d) Constituent Elites Informal sanction; Partisan advocacy and program participation.
Federal (including multistate administrative regions)	Policy interterpretation; Operational design; Program control; Performance responsibility.	Resource allocation; Staffing; Organizational leadership; Political accountability; Monitoring gross deviations from objectives through constitutents feedback.	Feasibility studies; Evaluation; System monitoring; Analytic inputs to administration and design; Innovation; Pilot program monitoring.	Interest group representation to legislative, regulatory and administrative authorities.
Regional (multicounty or metropolitan areas or states)	Program coordination and review; Applying regional rationality.	Petition for resource allocations	Systems explication; Analytic inputs to coordination and review.	Mobilize or withhold sanctions.
Local (usually city or county jurisdictions)	Local performance management; Local program and organization design	Definiing local Staffing; Local sanction; Sanction of regional perspective; Political accountability.	Program Problem sensing.	Local participation; Resistance or support.

Figure 5: A Framework of Federalistic Co-ordination in Policy Execution

This framework is meant to highlight the fact that policy implementation requires a diversity of "functional and territorially dispersed resources and capacities" and the execution of complex programs in a federal system requires the vertical (central and office-field) co-ordination and integration of multiple functional inputs. Bunker concludes by suggesting that as the implementation of policies is both an organizational and inter-organizational process provision should be made for linking the administrative, policy-guidance and innovate functions through high involvement and frequent interaction so that unintended consequences are minimized.

Smith (1973) is one of the few policy science theorists to concentrate on policy implementation. He contends that policy is not meaningful unless administrators can implement it. He views governmental policies as deliberate action by a government to establish new transaction patterns or institutions or to change established patterns within old institutions. Policy formulated by a government serves as a tension generating force in society both for the people implementing the policy and for those who are affected by the policy. In the context of the implementation process the following four components are identified in a tension generating matrix.

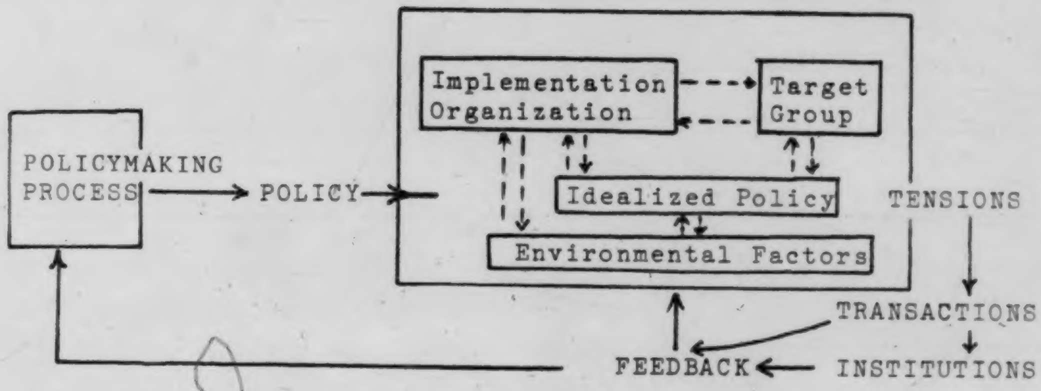

POLICYMAKING PROCESS
POLICY
Implementation Organization
Target Group
Idealized Policy
Environmental Factors
TENSIONS
TRANSACTIONS
INSTITUTIONS
FEEDBACK

Figure 6 A model of the policy implementation process.

1. Idealized policy is defined as the idealized patterns of interaction that the policy makers are trying to induce. It is divided into four categories:
   a. the formal policy describes the form the policy takes (e.g. law or program);
   b. the type of policy can be complex or simple, organizational or non-organizational, distributive, redistributive, regulatory, self-regulatory, or emotive-symbolic;
   c. the program of the policy may be reflected in: the source of the policy, the intensity of the support for the policy, or the scope of the policy;
   d. the images of the policy are the perceptions of those who implement the policy and those who are affected by the policy.
2. The target group is seen as those who are expected to adopt new patterns of interaction as a result of the

policy because they are the people within organizations or groups who are most affected by the changes. The following factors are considered relevant within this component.

- a. the degree of organization or institutionalization of the target group;
- b. the leadership of the target group;
- c. the prior policy experience of the target group.

3. The implementing organization is responsible for the implementation of the policy. Three key variables are extracted for consideration within this component.
    - a. the stability of the structure and the quality of the personnel;
    - b. the leadership of the administrative organization;
    - c. the implementing program and capacity refers to the general capacity of the organization to meet the objectives of program implementation and the intensity and care used to do so.
4. Environmental factors are the factors which can influence or be influenced by the policy implementation. For different kinds of policy, differing cultural, social, political and economic conditions may prevail.

Tensions may occur both within or between the component categories at the individual, group or structural level. Tensions are seen as discrepancies between a legitimate pattern or arrangement and an actual situation, a discrepancy between a prediction and an observation or as a discrepancy between a desired objective and what is actually achieved. Once tensions are registered as needs they can become articulated and observable as new behavioral patterns and relationships. This transaction phase can be identified as uncrystallized patterns of interaction. If these patterns remain they may become permanent as institutional arrangements. The degree of institutionalization may be assessed in terms of the ability of the organization to survive in the environment or to the extent to which the institution is seen to have influence and autonomy by the components of society.

Once transaction patterns emerge or institutionalization occurs, they can serve as tension generating entities. The tensions can - though not always - relate back to the parts or all of the implementation matrix and thus by means of feedback the policy implementation process is seen to be continually in action.

The model created by Smith (Figure 6) revolves around the tension generating aspects of policy implementation. Its value in terms of this study is that it identifies a number of components involved in the implementation of policy.

The framework used by Simeon (1973) when he examined Canadian Federal-Provincial policy making is helpful for identifying the issues which arise as policy is being implemented. Simeon devised his own framework because he believed that neither sociological nor institutional factors could alone account for the actual performance of political systems or for the way in which the policy processes functioned. He suggested that the operation of the political system was the result of the interplay between three sets of factors.

1. broad social and cultural characteristics;
2. institutional and consitutional questions;
3. the particular norms, attidues, goals and perspectives of those making the decisions and the particular demands and problems facing the system at a given time.

He considered the following framework as sufficient to cover the crucial factors in policy making without diminishing the quality of complexity of the data.

> ...there is a set of independent actors, or partisans; they operate within certain social and institutional environments; they share some goals but differ on others - it is a mixed motive game; they have an issue or set of issues on which they must negotiate; none has hierarchical control over the others; they have varying political resources; they use these resources in certain strategies and tactics; they arrive at certain outcomes; these outcomes have consequences for themselves, for other groups in the society, and for the system itself...(Simeon 1973:11).

The elements which are selected out to form the framework for the analysis of the policy making procedures are:

1. The social and institutional context: It is expected that the basic characteristics of Canadian society and the institutional arrangements which have been developed would influence the way in which negotiations between the federal and provincial governments would take place.

2. Actors: The eleven governments of Canada are the actors and the political leaders and civil servants are seen as those who are expected to formulate, express and fight for the interests of the governments they represent.
3. Issues: These represent the stakes in the negotiating process and their nature affects the way it works. Issues appear to arise in the field of federal-provincial relations mainly because of the interdependence of governments and lack of correspondence between the incidence of substantive policy questions and the more procedural lines drawn by constitutions. The presence of different yet conflicting issues will also influence the negotiating process. The policy stated in regard to one issue may be the surrogate for other broader issues. Thus issues may involve two levels of interest.
4. Sites and procedures: As the rules and procedures followed will favor some of the actors the place where the negotiations take place (e.g. parliament or the federal-provincial conference site, will influence the interactions which occur).
5. Goals and objectives: The values and interests that the various actors bring to their meetings will influence federal-provincial relationships.
6. Political resources: The resources are seen as anything that will sway the specific choices or

strategies of another individual.

7. Strategies and tactics: Given a set of objectives, a certain strategic situation, and available political resources, the actors engage in various strategies to gain their ends.
8. Outcomes and consequences: The end result of these types of relationships need not always lead to a decision. The outcomes should not always be viewed in terms of who won but in terms of whether or not the participants reached a mutually satisfactory solution.

The issue resolution, negotiating process framework developed by Simeon helps to describe some of the intricacies of the policy negotiation process and points to the fact that policy issues are an ongoing affair between the actors involved.

Summary

The systems model has been used as the basis for developing political and policy models by a number of theorists. The policy models suggested by Dye (1973) and the optimal policy model of Dror (1968) though useful for understanding policy development do not give much insight into the policy implementation aspects of policy making. The models of Bunker (1971, 1972), Smith (1973) and Simeon (1973) present a number of concepts which can be used in understanding policy implementation.

III. THE CONCEPTUAL FRAMEWORK

The policy implementation phase is a critical part of the policy making process. To help identify the components within the implementation phase of manpower training and to set the focus for the collection and possible explanation of the data two models were developed from the literature.

Because of the view that systems theory provides an overview that can assist in looking at the interaction of groups, individuals and institutions in a meaningful way this approach was chosen as the basis on which to build a conceptual framework for this study.

To identify the mechanisms associated with the implementation of manpower training policies it was found necessary to introduce a conceptual model. This model (Figure 7) has been derived from the policy models of Bunker (1971, 1972) and Smith (1973).

Bunker in stressing that the implementation of policies is an organizational and inter-organizational process suggested the need to focus on relationships, the articulation of policy, and the incentives and tasks used for their implementation.

Smith's model (1973) concerned with policy implementation through the use of concepts such as idealized policy, transaction patterns and target groups, provided a basis for the development of the conversion mechanisms

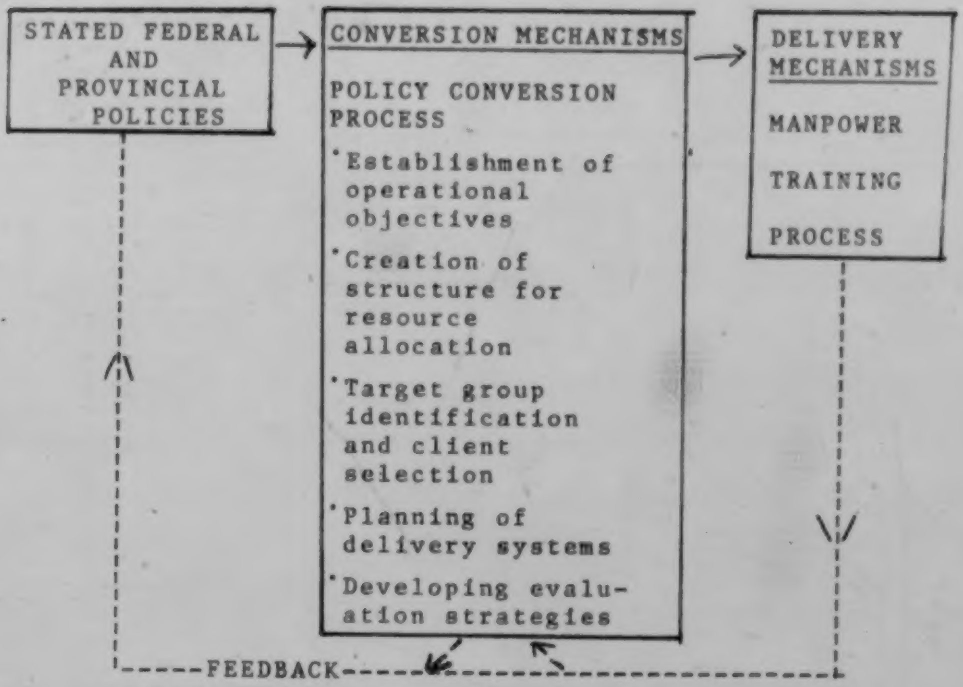

STATED FEDERAL AND PROVINCIAL POLICIES
CONVERSION MECHANISMS
POLICY CONVERSION PROCESS
·Establishment of operational objectives
·Creation of structure for resource allocation
·Target group identification and client selection
·Planning of delivery systems
·Developing evaluation strategies
DELIVERY MECHANISMS
MANPOWER
TRAINING
PROCESS
FEEDBACK

Figure 7: Policy Implementation Model

which form part of the first model.

This model (Figure 7) endeavours to account for the components of the process whereby stated federal and provincial policies are converted into manpower training programs.

Although the political systems models of Easton (1965) and Meranto (1967) were useful in looking at the conditions and articulators which may influence policy development they were not considered applicable to the development of models for this study except in that they provided some insight into looking for the contextual givens in the second model (Figure 8). The rational model depicted by Dye (1973) was seen as too idealized to depict reality and the optimal model of Dror (1968) too complex to provide a meaningful framework with which to look at the identification and implementation of manpower policies.

As both federal and provincial manpower policies were to be identified and possible issues discussed the framework devised by Simeon (1973) proved most useful in establishing the second model (Figure 8). His use of relatively simple terms to explain the elements used to view federal-provincial relations and policies and to identify issues is reflected in the approach adopted for this study. The issue classification system of Spiro (1962) was not used as it was more concerned with the process of issue resolution than with issue identification.

Within this model (Figure 8) the solid lines

CANADIAN THESES
ON MICROFICHE

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THÈSES CANADIENNES
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AUTHOR/AUTEUR

COLVIN, A.C.

TITLE/TITRE

FEDERAL-PROVINCIAL MANPOWER
POLICIES...

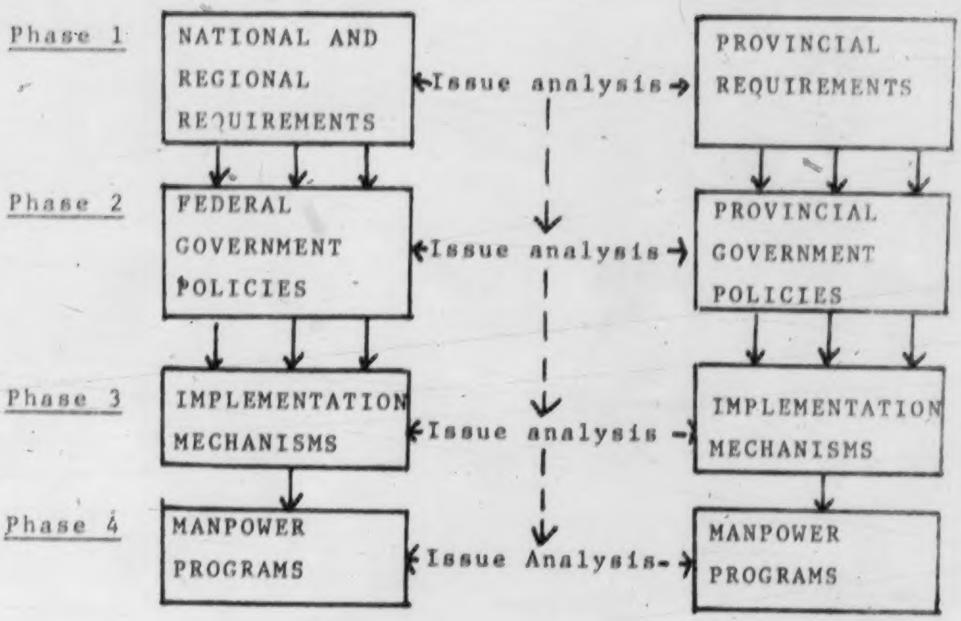

Phase 1
NATIONAL AND REGIONAL REQUIREMENTS
Issue analysis
PROVINCIAL REQUIREMENTS
Phase 2
FEDERAL GOVERNMENT POLICIES
Issue analysis
PROVINCIAL GOVERNMENT POLICIES
Phase 3
IMPLEMENTATION MECHANISMS
Issue analysis
IMPLEMENTATION MECHANISMS
Phase 4
MANPOWER PROGRAMS
Issue Analysis
MANPOWER PROGRAMS

Figure 8: Policy Issue Analysis Model

represent established relationships and the dotted lines the location of possible areas of dysfunction in the development or implementation of stated federal or provincial policies.

Phase 1 is concerned with the national and provincial context of policy development.

Phase 2 is related to the identification and purpose of existing federal and provincial manpower policies.

Phase 3 involves the collection and examination of interview data to discover the mechanisms which are used to implement manpower policies.

Phase 4 examines the working arrangements associated with existing manpower programs.

Summary

This chapter reviewed the literature related to policy implementation and developed a conceptual framework for the study. It was found that systems theory provided the best framework for examining the implementation of manpower policies. In reviewing the various models that have been used in connection with the study of policy making it was shown that the models of Bunker (1971, 1972), Smith (1973), and Simeon (1973) proved the most useful in understanding policy implementation and the issues which could emerge. With this review as a basis two models were devised to help identify federal-provincial manpower policies, understand their implementation and provide an analysis of the issues which could emerge. The first model (Figure 7) was created to assist in understanding manpower policy implementation and the second model (Figure 8) devised to assist in the identification of policy issues and their analysis.

Chapter 4

RESEARCH METHODOLOGY

Within this chapter the methodology of the study is outlined. The methodology has been based on a conceptual framework extracted from the theory covered within the review of the literature. The models (Figure 7 and Figure 8) described at the end of Chapter 3 show that a systems approach has been adopted to establish this framework. The components included in the conceptual framework have been derived from the policy sciences, a search of the documents, related literature and the comments of people associated with the field of manpower training.

This chapter has been divided into two sections; one deals with the description of the sources of the data and the collection techniques used and the other outlines the way in which the data are treated.

The purpose of the study is to examine the existing federal and Alberta manpower policies, extract those which are concerned with training programs, identify the mechanisms used in implementing these program policies and then from specific illustrations analyze any problems or issues that have been identified in the process. In essence this means examining the functional relationships between policy statements, operational mechanisms and the existing manpower training programs.

This study, exploratory in nature, was designed to fit the frame of reference mentioned above. Katz (1953:74) observed that an exploratory study

> ...attempts to see what is there rather than to predict the relationship that will be found. It represents an early stage in a science. From its findings may come knowledge about important relationships between variables...

Research Design

The nature of this study lent itself to a survey research design. This fits the definition of Kerlinger who regards survey research as:

> ...that branch of social scientific investigation that studies large and small populations (or universes) by selecting and studying samples chosen from the population to discover the relative incidence, distribution, and the inter-relationships of sociological and psychological variables (Kerlinger 1967:393).

Best (1970) in using a broader definition of descriptive research would have included this study in the category of the case study. If a distinction in descriptive research is made between the survey and the case study it suggests that the survey is extensive and cross-sectional, while the case study is intensive and longitudinal.

SOURCES AND COLLECTION OF DATA

This research was carried out in Edmonton, Alberta, Canada during the winter of 1974.

Initial Procedures

In order to sharpen the focus of the study, an initial search was made of government documents and preliminary discussions were held with civil servants employed within the departments associated with manpower programs. Basic information was obtained from the following Library sources:

1. The John Weir Memorial Law Library (University of Alberta);
2. De Cameron Library (University of Alberta) - Public documents section;
3. The Alberta Legislature Library; and
4. Various Federal and Alberta Departmental Libraries.

Following a review of the literature related to manpower theory, manpower training, policy science and some of the government documents the conceptual framework in the form of two models was developed. An interview schedule was derived from the models and this formed the basis for the collection of data (Appendices C and D).

During the preliminary search data collection involved the federal Department of Manpower and Immigration, and the provincial Departments of Manpower and Labour and Advanced Education. However, the research revealed that a number of other government departments and organizations were involved in manpower training. Many of the officials interviewed also provided documentary data. The data included, reports, minutes of meetings, files, general

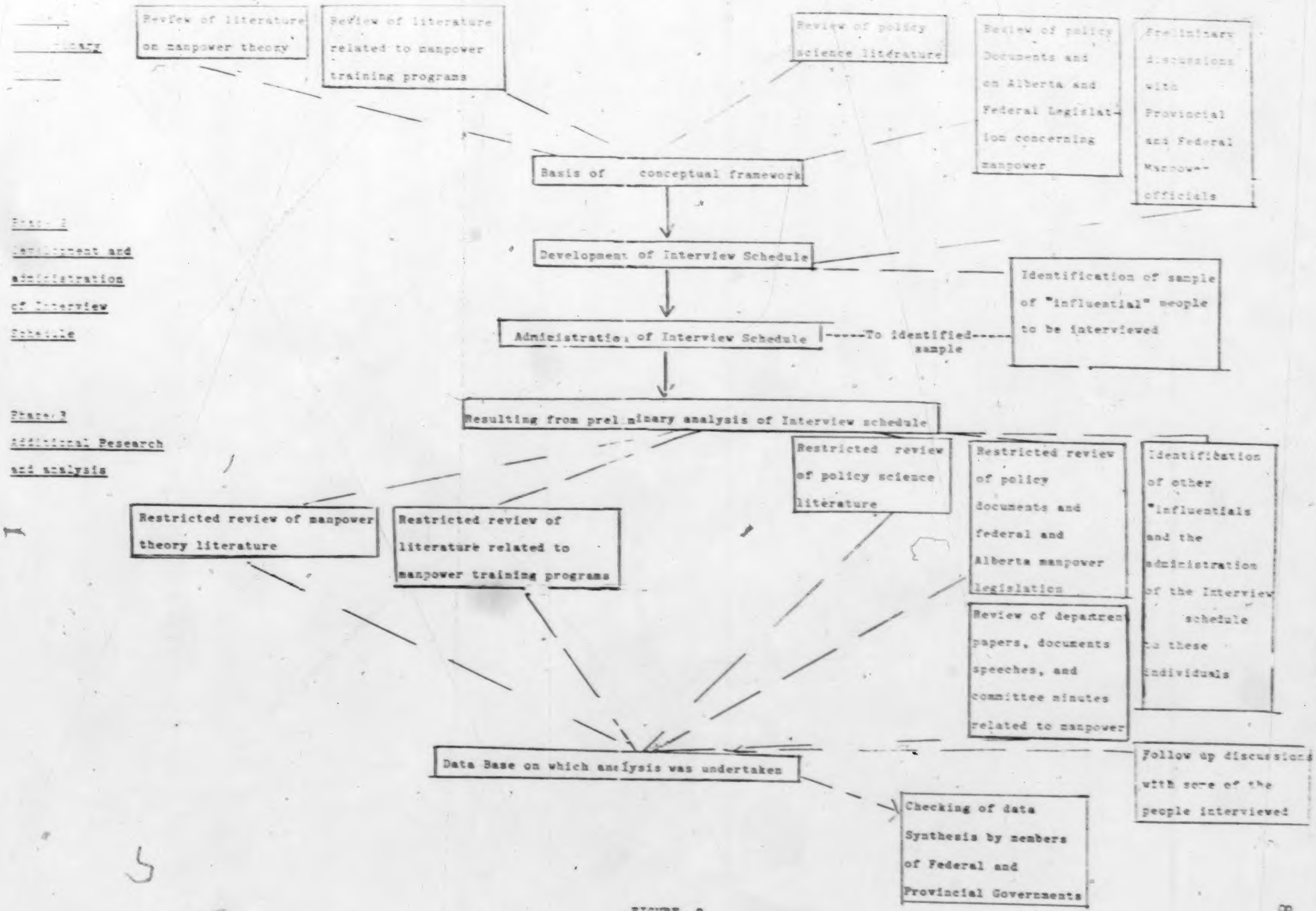

Review of literature on manpower theory
Review of literature related to manpower training programs
Review of policy science literature
Review of policy Documents and on Alberta and Federal Legislation concerning manpower
Preliminary discussions with Provincial and Federal Manpower officials
Basis of conceptual framework
Phase 2
Development and administration of Interview Schedule
Development of Interview Schedule
Identification of sample of "influential" people to be interviewed
Administration of Interview Schedule
To identified sample
Resulting from preliminary analysis of Interview schedule
Phase 3
Additional Research and analysis
Restricted review of manpower theory literature
Restricted review of literature related to manpower training programs
Restricted review of policy science literature
Restricted review of policy documents and federal and Alberta manpower legislation
Review of department papers, documents speeches, and committee minutes related to manpower
Identification of other "influentials and the administration of the Interview schedule to these individuals
Data Base on which analysis was undertaken
Follow up discussions with some of the people interviewed
Checking of data Synthesis by members of Federal and Provincial Governments

FIGURE 9

METHODOLOGY FOR THE DEVELOPMENT OF THE DATA BASE correspondence and other pertinent materials.

Data Collection

The process by which the data were collected is outlined by means of Figure 9.

After an initial search of the documents and reference materials on manpower training and policy implementation, preliminary discussions were held with Provincial and Federal manpower officials. From the data collected an interview schedule was designed and administered to a sample of federal and provincial officials. The interview data with the material sources which were made available and a review of supplementary materials suggested at the interview, provided the data base for the study.

Interview Data

The interviews associated with this study provided the best sources of data. Because of the willingness of those being interviewed to participate in the study it was possible to return to each person more than once to obtain further data or to clarify a statement made at a previous meeting. The geographic proximity of those being interviewed also made it possible to extend an interview to a further meeting if and when necessary. Telephone conversations were also held to clarify data or to obtain further information.

Use of Research Techniques

The researcher was aware of the advantages that could be obtained through making use of research tools such as the tape recorder. The view of Gorden (1963:177) expresses this:

> The more complex the information, the less the method should depend upon the interviewer's memory. The more rapid the flow of relevant information, the less we should depend upon taking long-hand notes...The greater the significance of the precise words used and the order in which ideas are expressed...(and) the more important it is for the interviewer to devote full attention to the respondent to obtain optimal interpersonal relations, the more important it is to use the tape recorder.

After preliminary discussions were held with officials actively working in the area of manpower training it was felt that the advantages which might be gained from using a tape recorder were outweighed by the disadvantages. A tape recorder was not used because it could have inhibited the type and quality of the responses which were being sought. Because of the confidential nature of the material and to retain the confidence established between the interviewer and the interviewee it was necessary to guard against identifying individuals as specific sources of data. A list of interviewees is presented in Table 2.

As the area of Manpower policy development and training has been a politically sensitive area the interviewer had to be aware of the problems of establishing trust so that the respondent could feel safe in volunteering information knowing that it would not be used to his detriment, and the confidentiality of the responses would be safeguarded. Glazer (1972:11) in contending that this problem was common to all forms of field research suggested that the following steps would assist the interviewer to gain the acceptance of the respondent.

1. A letter outlining the purpose of the study and the method of data collection be sent to each participant to be interviewed.
2. Each participant was a volunteer.
3. Each participant was assured of anonymity.
4. An attempt was made to ensure that the content of the items was personally non threatening in the hope that this would lower the tendency for participants to give socially desirable responses.

The onus has been on the researcher to report accurately but without betraying the confidences of the people being interviewed. Some of the people interviewed were asked to read sections of the original draft of the thesis as a further check on the accuracy of the reporting and also to reduce the chance of individual statements being identified with particular people.

In line with the reference system devised by Bryce (1970:59-60) to protect the anonymity of the person being interviewed some ideas or statements may be indexed according to categories (e.g. category "b"). Where this has happened the writer's supervisor (Dr. J. Small) has been asked to verify the appropriate section of the interview transcript from which the statement has been taken.

In the actual interview situation the majority of respondents in addition to answering data items provided the interviewer with supplementary information in the form of:

1. Departmental publications;
2. Government reports;
3. Research and position papers;
4. Administrative manual materials;
5. Office memoranda and administrative information.

Examples of materials from each of the five data sources are listed as Appendix B.

Some of the participants allowed the interviewer access to departmental files, correspondence and minutes of departmental and intergovernmental meetings. Some of this material was highly confidential in nature and the sources easily identifiable.

Selection of Population and Sample to be Interviewed

The process of selecting experts to be interviewed is usually made, according to Helmer (1963:13), on

> ...the basis of what may vaguely be called their reputation.

The selection of experts is a two part process. First the categories of expertise must be determined then people within these categories who are available for interview need to be selected.

As this study is concerned with manpower training program policies and their implementation, experts within this category were sought for inclusion in the sample to be interviewed. Lists were made of people who could fit into this category. Names were obtained from reports, government

TABLE 2

SAMPLE OF PEOPLE INTERVIEWED

INTERVIEWEE	POSITION	DEPARTMENT	INTERVIEW DAYS
Mr. W.J. Lockhart	District Economist	Manpower and Immigration	October 14,December 6
Miss I. Hills	District Economist	Manpower and Immigration	December 8
Mr. S. Carson	Community Liaison Officer	Manpower and Immigration	December 8
*Mr. R. Ganya	Programs Consultant	Manpower and Immigration	October 15,November 11, December 17
Mr. J. Lloyd	Manpower Training Consultant	Manpower and Immigration	December 3
*Mr. J. Harvey	Programs Consultant	Manpower and Immigration	November 11,December 17
Mr. N. Heinrich	Programs Consultant	Manpower and Immigration	September 3
Mr. G. Dixon	Director	Manpower and Immigration	September 3
Mr. J. Mitchell	Assistant Deputy Minister, Special Services	Advanced Education	October 16,December 3, December 4
*Mr. S. Villett	Assistant Director Student Services	Advanced Education	November 12,December 12 December 16
Mr. R. Bosetti	Assistant Deputy Minister, Program Services	Advanced Education	December 10,December 13

INTERVIEWEE	POSITION	DEPARTMENT	INTERVIEW DAYS
Mr. F. Williamson	Director, Technical and Vocational Manpower Programs	Advanced Education	October 15,December 16
Mr. J. Battey	Director Financial Planning	Advanced Education	October 16,December 11
*Dr. E. Mansfield	Assistant Deputy Minister of Manpower	Manpower and Labour	October 17,December 18
Mr. K. Svenson	Co-ordinator Career Planning and Placement	Manpower and Labour	October 16
Mr. R. Allison	Co-ordinator Manpower Training	Manpower and Labour	October 16,December 18
Mr. G. Peers	Director of Apprenticeship and Training Qualifications	Manpower and Labour	December 2
Mr. D. Chabillon	Director, Special Employment	Manpower and Labour	December 2
Mr. K. Kyle	Director Social and Cultural Affairs	Federal and Intergovernmental Affairs	December 11,December 19
Mr. R. Dalon	Senior Governmental Officer	Federal and Intergovernmental Affairs	December 19,December 20
Mr. G. Bidniak	Head Cash Projection and Analysis	Alberta Treasury	December 19
Miss C. Elsenheimer	Supervisor Special Employment Programs	Agriculture	December 19

INTERVIEWEE	POSITION	DEPARTMENT	INTERVIEW DAYS
Mr. D. Taylor	Research and Development Co-ordinator or Agriculture Manpower Services	Agriculture	December 19
Mr. M. Finlay	Program Planner	Health and Social Development	October 10

*** These people assisted in the checking of the data synthesis.**

organization charts and from asking senior federal and provincial officials to nominate those whom they thought would be familiar with the type of data being sought. After cross checking the various lists which were compiled a final sample of twenty five was extracted of those people it was thought necessary to interview. A list of these people, their official positions and details of the interviews is drawn up in Table 2. Table 2 does not include the brief interactions with people employed on the staff of the Canada Manpower Centres, staff at various institutions involved in manpower training or some government officials who were telephoned to obtain information on a specific question.

Those identified in the sample were telephoned and interview times were arranged. Prior to the interview each person was sent a copy of the interview schedule items together with a brief outline of the nature and purposes of the study (Appendix C).

Development of the Research Instrument

The interview schedule items were derived from the conceptual framework which was discussed at the end of Chapter 3. The items within the schedule were grouped according to the following headings:

1. A brief outline of the historical background to the development of federal and Alberta manpower policies.
2. An examination of the existing Federal and Alberta

manpower policies as expressed in official documents or used as part of the departmental procedures.

3. The identification of the various mechanisms used at the Federal, Alberta and Federal-Provincial levels to implement the training programs which emerge from these training policies.
4. An analysis of the various issues which have emerged as a result of the intergovernmental and interdepartmental mechanisms which have been used in developing the various manpower training programs.

Validity. The most common definition of validity according to Kerlinger (1973:457) "is epitomized by the question: Are we measuring what we set out to measure?" In selecting the items to be included in the interview the items should possess content validity. The emphasis is thus placed on the researcher to design interview items which will reflect the conceptual intent of the study.

Some experimental studies according to Chapman (1974:32) have shown that different respondents sometimes read different meanings into the same question, and therefore may be answering different questions. With this warning in mind the interview schedule (Appendix D) was designed so that it could be extended to cover items which would help to clarify the intent of any question.

To help obtain content validity for this particular interview schedule the preliminary draft was submitted to members of a class of doctoral students and three professors in the Department of Educational Administration at the University of Alberta for their comment and criticism. In accepting suggestions from this group of people a revised interview schedule was prepared. This revision was then discussed with a senior offical from each of the Departments of Manpower and Immigration (Federal), Manpower and Labour (Provincial) and Advanced Education (Provincial). The final draft of the interview schedule was then prepared.

Reliability. According to Phillips (1973:86) an instrument is said to be reliable if on separate administrations it gives results which are consistent. Because of the complex nature of the area covered in this particular study and the use of open ended items in the interview a replication of the study using the same instrument was not carried out.

Treatment of Data

The major portion of the data was collected during the four month period from September to the end of December, 1974. The data were obtained from documentary sources and interviews. The data were then collated under each item referred to in the interview schedule. These summary sheets were then incorporated into master sheets under the following headings;

1. The examination of the existing federal and provincial

manpower training policies.

2. The identification of the various mechanisms used to implement federal and provincial manpower training policies.
3. A listing of the problem areas or issues which have arisen as federal and provincial manpower training policies have been developed or implemented.

Originally it was hoped to use some form of statistical analysis in the form of frequency counts to assess the responses to the interview schedule. However, because of the complexity of the study area and the specialization of people within the area of work it was soon found that the people being interviewed were not always aware of, or familiar with, the wide range of manpower training programs or activitdes. As a result of this type of finding it was decided that frequency counts would not give sufficient or meaningful data to which some form of analysis could be applied.

In an effort to present the findings in a meaningful way some generalizations are made about the data collected within the specific headings and items of the interview schedule. Following this the findings are presented in terms of the components of the conceptual framework models in the form of a synthesis under the heading of Federal and Alberta manpower training policies, programs and the mechanisms used in their implementation.

The issues discovered during the collection and treatment of the data have been discussed as a separate chapter.

Summary

In examining federal and Alberta manpower policies, identifying the mechanisms used in their implementation and making an analysis of the issues which emerge this study used a conceptual framework based on systems theory to collect the data. An interview schedule was devised and administered to a sample of senior officials who have been working in the area of manpower training and policy implementation. The findings are reported in terms of the interview schedule format. The data are then synthesized in the form of Federal and Alberta manpower policies, programs and mechanisms used to implement these programs. This synthesis is followed by a discussion of the issues which have emerged from the analysis of the data.

CHAPTER 5

INTERVIEW DATA SUMMARY

Chapters 5, 6 and 7 are concerned with data analysis. This chapter is limited to a summary of the data obtained through the use of the interview schedule. Chapter 6 is a synthesis of the data in terms of manpower policies, programs and the mechanisms used in their implementation. The issues which were identified from the interview data are discussed in Chapter 7.

The interview schedule items were grouped under the following headings:

1. Historical antecedents to the formation of the departments of manpower at the federal and provincial levels of government.
2. An overview of the development of manpower training program policies at the federal and provincial levels.
3. An examination of existing manpower training program policies at the federal and provincial levels.
4. The identification of the various mechanisms used to implement federal and provincial manpower training program policies.
5. Current areas of concern or issues and future trends in the development of federal and provincial manpower training program policies.

Historical Antecedents to the Formation of the Departments of Manpower at the Federal and Provincial Levels of Government

The data obtained under this heading helped to provide the contextual background for the study. The economic and social conditions following the Second World War have tended to influence the way in which manpower policies and programs were established. It would appear that the federal Department of Manpower and Immigration was established to assist in the attainment of economic growth goals while the Alberta Department of Manpower and Labour seeks to achieve economic goals in part through its social goals.

This section also sought to obtain data on the people who had influenced the development of federal or provincial manpower policies and programs in Alberta. Although no one of significance was mentioned in connection with federal policies and programs some of the respondents reported that Mr. Jack Mitchell had played an important part in securing federal moneys under the Technical and Vocational Training Act for Alberta. He was also actively involved in the development of the training programs associated with the agreements arranged under the Adult Occupational Training Act.

In general the data collected in this section did little more than confirm the material which was obtained in connection with the review of the literature concerned with the historical development of federal and provincial manpower departments in Alberta.

An Overview of the Development of Manpower Training Program Policies at the Federal and Provincial Levels

This section sought to provide data related to the way in which the goals or values of society help to determine manpower training policies, who determines policy and what techniques are used to determine the target groups for whom the policies are made.

Few of the respondents were able to suggest ways in which social goals and values are identified and then used as the basis for the creation of manpower programs or policies. Some of the respondents described the influence of the individual on parliamentary procedure as a method by which social values and goals become apparent to the people responsible for developing manpower policies and programs. Some respondents suggested that the government sought to obtain social goals and values through the use of task force procedures such as that used for the Lee Report (1972) and through the use of position papers such as the green paper on immigration.

The data suggest that determination of policy alternatives with regard to manpower training and programs are the work of a wide variety of government departments and committees. Attempts are made to co-ordinate or integrate their development through the use of interdepartmental and intergovernmental committees. The Federal-Provincial Manpower Needs Committee and the Provincial Manpower Needs Committee play a major part in this area. As far as the development of manpower policies within Alberta is concerned the Federal-Provincial Manpower Needs Committee is responsible for the development of training program policies. In general federal policies are decided by Ottawa and handed down through the Winnipeg Regional Office in the form of programs which are accepted and introduced in Alberta under the terms of the Adult Occupational Training Act agreements.

Provincial manpower policies are determined by the Cabinet Committees on Manpower and Labour and the development of these policies is the result of the inputs from a number of areas which are drawn together by the Department of Manpower and Labour. These inputs include the views expressed at the national meetings of the provincial ministers of manpower and the views of the Provincial Manpower Needs Committee.

The target groups for federal manpower programs are set nationally through the various agreements arranged under the Adult Occupational Training Act and the Canada Manpower Centres within the province identify the "clients" for the programs. This places the onus on the Canada Manpower Centre to identify people who could fit the target group suggested by the manpower program. Various provincial departments including Agriculture, Manpower and Labour, Advanced Education and Health and Social Development help to identify possible "clients" for the manpower programs but the final selection remains with Canada

Manpower Centre staff.

The target groups for manpower training programs arranged by the Alberta government are suggested and arranged by a variety of government departments but co-ordinated by the Department of Manpower and Labour through its own officers or by means of the Provincial Manpower Needs Committee. This committee includes representatives from a number of government departments.

An Examination of Existing Manpower Training Program Policies at the Federal and Provincial Levels

Policies are made known through legislation, policy documents, conference reports, press statements and departmental publications. The Federal Government also uses an internal departmental manual to provide the staff with policy statements, commentaries on the policies and the types of programs which are included within these policies. The Alberta manpower policies of that period are expressed in the form of a white paper produced by the Department of Manpower and Labour in 1972.

As policy statements are generally written in the form of goal statements it can be seen that at the federal level the manpower policies reflect economic growth goals whereas the provincial policies place more emphasis on the social goals. An analysis of these policies is included in the data synthesis section of the dissertation.

The Identification of the Various Mechanisms Used to Implement Federal and Provincial Manpower Training Policies

A major portion of the data collected related to the conversion mechanisms used by the federal and the provincial governments in implementing manpower training programs. The data did not necessarily indicate specific relationships between the stated manpower policies and the programs which were implemented. In general the training programs could be related to the operational sub-goals which emanated from the manpower policies.

The mechanisms used to implement manpower policies include a number of federal and provincial departments and agencies. Various departmental, interdepartmental, and inter-governmental committees were responsible for the co-ordination and at times the implementation of manpower programs.

The data indicated that social and economic rather than political factors influenced the development of manpower policies and their implementation. At the federal level the economic concern has been to place people in jobs or train people to fit jobs so that there is an increase in productivity. There is however an increasing emphasis being placed on training programs for the dis-advantaged. These programs are either operated directly through the Department of Manpower and Immigration or indirectly through the work of other government departments such as the Department of Regional and Economic Expansion.

The Alberta manpower policies are related more to the concepts of human resources development and a greater emphasis is placed on the attainment of social goals. In fulfilling these policies the Department of Manpower and Labour is concerned with co-ordinating the manpower training activities of the federal government and the various provincial government departments involved in training and providing support services in the form of employment development and career placement and planning services. However, apprenticeship training is one extensive manpower training program for which the Department of Manpower and Labour is directly responsible.

At the federal level even though the Federal-Provincial Manpower Needs Committee accepts responsibility for monitoring the implementation of manpower training programs, in practice the task is carried out through a working arrangement which involves the staff of the planning and co-ordinating office of Canada Manpower, and the provincial departments of Advanced Education and Manpower and Labour. Although manpower training programs are operated by a number of government departments, in Alberta coordination and integration of these programs is sought through the activities of the Department of Manpower and Labour and the use of committees such as the Provincial Manpower Needs Committee.

Evaluation of manpower policies, programs and the mechanisms used in their implementation is an area about which the federal and the provincial manpower departments are concerned but about which little data are available. At the federal level there have been a number of nation wide cost-benefit studies undertaken to examine the economic returns of manpower training programs. However, the research methods used and the nature of the studies undertaken do not allow the data to be used in a meaningful way with this particular study. Changes which have been made in the Adult Occupational Training Act and the annual agreements have reflected an ongoing evaluation of the mechanisms used to implement federal manpower policies.

In Alberta studies have concentrated on the development of manpower forecasts rather than on the evaluation of manpower programs. The planning sections of Advanced Education and Manpower and Labour are undertaking some evaluation of manpower training programs At present through contract arrangements with staff of the University of Alberta Manpower and Labour is having its Training in Industry program evaluated. Internal techniques of managerial assessment are used by government departments in evaluating the mechanisms they use in implementing manpower policies.

Current Areas of Concern and Future Trends in the Development of Federal and Provincial Manpower Training Program Policies

The issues which arose out of the data interview collected under this heading are discussed in detail in

Chapter 7.

In general the Federal Government issues related to the dealings of the Canada Manpower Planning and Co-ordination Office in Edmonton with the Prairie Regional office and National Headquarters in Ottawa. Provincial issues related to conflicts of philosophy and policy goals, client identification, selection and counselling and financial arrangements.

Summary

This chapter summarizes the data collected in accordance with the sections of the interview schedule. The historical data collected helped to establish a contextual background to the study. The data also provided a confirmation of material that was used in connection with the historical section of the review of the literature.

It was found that few of the respondents could suggest how social goals and values are identified and converted into manpower programs. A number of Committees such as the Federal-Provincial Manpower Needs Committee and the Alberta Cabinet Committee on Manpower were seen as the source of manpower policy determination.

The Federal Government identifies and selects the clients for Canada Manpower Training Programs through the local Canada Manpower Centres. The Alberta Government through the Department of Manpower and Labour endeavours to co-ordinate the various training programs which are operated by provincial authorities.

Federal Government manpower policies are concerned with economic and social goals. The emphasis is on economic growth and this is reflected in manpower policy statements. The Alberta Government pursues economic and social goals but the emphasis is on the social goals.

A wide variety of federal and provincial government departments and agencies are used as mechanisms for the co-ordination, integration and development of manpower training programs.

Some cost-benefit studies have been undertaken by the Federal Government to assess the effect of manpower training. The changes in the Adult Occupational Training Act indicate on ongoing evaluation of the mechanisms used in the implementation of Canada Manpower Programs. There are some evaluation projects being undertaken by Alberta Government Departments involved in manpower training however these are few in number.

CHAPTER 6

DATA SYNTHESIS

A wide variety of Federal Government and Alberta Government Departments and agencies and private organizations are involved in the implementation of manpower policies. A number of mechanisms involving complex arrangements are used to develop manpower programs from manpower policies. Because of these factors it was necessary to report the data in the form of a synthesis.

The synthesis of the data is divided into two parts:

1. Federal Government manpower training policies, programs and their implementation in Alberta;
2. Alberta Government manpower training policies programs and their implementation.

I. FEDERAL GOVERNMENT MANPOWER TRAINING POLICIES PROGRAMS AND THE MECHANISMS USED IN THEIR IMPLEMENTATION

Federal Manpower Policies

The Federal Government Department of Manpower and Immigration which was established in 1966 through the Government Organization Act has developed certain stated manpower policies. These policies are outlined in annual reports (e.g. Manpower and Immigration Annual Reports 1969/1970 and 1972/1973) and within-departmental manuals of policies and procedures. These materials were provided by the respondents at the time of an interview or when the interviewer was given time to peruse materials held within a department.

In general manpower policy statements are written in the form of goals or objectives. In the 1969/1970 Annual Report of the Department of Manpower and Immigration manpower policy is stated in the following way:

> The primary purpose of the Manpower Policy is to further the economic growth of Canada by improving the efficiency with which manpower resources are allocated in a manner consistent with national goals. This purpose is pursued by means of programs designed to achieve the optimum development and utilization of manpower to ensure that the supply matches the demand qualitatively, quantitatively and geographically (1971:2).

According to a respondent the above policy statement reflects the model of "An Active Manpower Policy" proposed by the Organization for Economic Co-operation and Development (O.E.C.D.) in 1964. As a member country Canada has accepted the following elements of the O.E.C.D. policy:

1. A comprehensive employment service, which could be utilized by employees and employers of all categories.
2. A high degree of preparedness for preventive or remedial action against employment disturbances.
3. An acceptance of substantial adult training facilities and reforms in general education and training systems to meet the rapidly changing needs of modern technology.

4. A forecasting of future occupational requirements, to act as a guide for developing education and training programs.
5. A reinforcement of specific means for encouraging desirable geographic mobility.
6. An attempt at measures to make it easier for marginal groups to take up and keep gainful occupation.
7. A development of income security programs, such as unemployment and redundancy compensation and special adjustment allowances.

In 1972, the Department of Manpower and Immigration completed a review of manpower policies, programs and services (Departmental Annual Report, 1972). The following statement outlines the major conclusions of the policy review:

1. Manpower activities must reflect a better balance between general economic objectives and needs of individual workers and employers.
2. Manpower services to individuals are to be applied in a continuous flexible manner in close co-operation with other human resource agencies.
3. Improved co-ordination and co-operation between federal and provincial human resource agencies is essential to the achievement of objectives of both levels of government and for effective service to Canadians.
4. Employers and unions should be fully involved in the

planning and implementation of manpower activities.

5. Improved labour market data are required for effective manpower planning.

These conclusions in taking note of social needs did not change the basic emphasis of manpower policies with regard to economic objectives. They did however seek to obtain the involvement and co-operation of provincial agencies and industry in the development and provision of manpower activites and programs.

Within the framework established by the national and provincial economic, social and educational policies or goals the Department of Manpower and Immigration has established certain objectives for its Canada Manpower training programs (CMTP). The following are illustrations of the objectives which have been developed:

1. Maximize employment;
2. Enable Canadian workers to fulfil their individual capacities;
3. Support economic growth and productivity
4. Help employers and workers cope with technological or other adjustments;
5. Reduce inequitable income disparities;
6. Enable the labour market to function more effectively and smoothly.

The Department of Manpower and Immigration has two operating services. The Canada Manpower Division administers programs for the development and effective utilization of the labour force while the Canada Immigration Division is responsible for the selection admission and control of immigrants. The Department of Manpower and Immigration also has a Program Development Service which provides a support service in that it assists in program development and evaluation, obtains manpower information and analysis and is concerned with experimental projects.

The Canada Manpower Division has extracted a number of operating objectives from the federal policies and statements of objectives obtained from the data can be set out in the following manner:

1. To provide, through strategically located Canada Manpower Centres (CMC's), the facilities by which employers may find workers, and workers find jobs, efficiently and satisfactorily.
2. To help workers to develop their maximum potential in their individual contribution to the economy, and to obtain jobs which match their skills, capabilities and needs.
3. To help employers meet their labour needs and to advise them on the supply and most effective utilization of manpower.
4. To help in preparing the oncoming Canadian manpower supply for effective entry to and participation in the labour market.
5. To help those already in the labour force to adapt

to economic and technological change and become established or re-established, as necessary, in employment.

6. To help reduce seasonal and cyclical fluctuations in employment.

As a result of these operational objectives the Canada Manpower Division has established a number of manpower programs. It is felt that these programs need to be outlined before the mechanisms which were used in their development could be identified.

Canada Manpower Services and Training Programs

The following manpower programs have been identified from reports and discussions with various members of Canada Manpower. Not all of these programs or services are directly concerned with training programs but they need to be discussed so that the training functions of Canada Manpower can be seen in perspective.

Canada Manpower Services. The following services are provided for workers and employers:

1. An employment service is provided through the Canada Manpower Centres which offers counselling, placement, training, and mobility assistance to persons in the labour force.
2. Immigration provides a means of recruitment for workers where there is a labour shortage.
3. The Manpower Consultative Service assists management

and labour by providing technical, financial and manpower program assistance, to help solve the adjustment problems which may have occured as a result of changed conditions of work.

4. Labour market information is provided by means of a communication network which allows Canada Manpower Centres to provide national, regional, and local data on the flow of the market.

5. The Canada Manpower Mobility Program was established in 1967 to assist workers who could not afford the costs to move to jobs to relocate to obtain employment. Assistance is provided in the form of exploratory grants, travel grants and relocation grants.
6. Student employment is provided through youth programs which offer to help students to find summer jobs.
7. Under Local Initiative grants and training on the job and various other strategies the Canada Manpower Division is able to combat seasonal unemployment in the winter and the spring.
8. Agricultural manpower programs allow for the movement of seasonal workers and their employment in agricultural areas across Canada.
   Because of the special needs of agriculture a farm pool has been established to help meet the farm labour shortage.
9. Special services and programs are provided by Canada Manpower which include: services for the handicapped,

civilian employment assistance to those about to retire from the armed forces, international exchange programs; assistance with federal public service recruitment and outreach programs for special needs groups such as penal institutions.

10. Canada Manpower Centre clients who lack occupational skills may be referred to adult training courses and be given financial allowances. Courses are purchased from provincial institutions, public or private schools or from employers who provide training in industry.

The Canada Manpower Training Program consists of a number of training programs which have been linked together to assist the adult members of the labour force to upgrade their skill qualifications or acquire new skills as a means of increasing their employability and their earnings.

As this study is more concerned with manpower training programs the types of training dealt with under the Canada Manpower Training Program are dealt with in more detail.

Canada Manpower Training Programs

General training programs. These include skill training, basic training for skill development and language training:

(i) Skill training is the main focal point of the Canada Manpower Training Program. It provides unskilled workers with the skills and knowledge required to enter skilled occupations and helps workers whose skills have become redundant, or are in low demand, to acquire new skills and knowledge.

(ii) Basic Training for Skill Development (BTSD) seeks to raise the academic achievement level of each trainee in the shortest possible time, so that the trainee may obtain employment for which a designated academic level is a pre-requisite or, meet the entrance requirements of a skill training course which is consistent with the trainee's occupational goal.

(iii) Language training in one of the two official languages may be provided where this is required to help a person to participate effectively in the labour force. Although this program has been designed for immigrants who have recently arrived in the country it is also made available in special circumstances to native Canadians who move from one part of Canada to another and who cannot obtain employment without language training.

Industrial training programs. The Canada Manpower Industrial Training Program (CMITP) will be used to illustrate how programs are meshed into the overall objectives of all manpower training programs. Although as a general principle the Federal Government sees employers being responsible for training their own workers, at times some assistance may be offered. For example, where persons are eligible for general Canada manpower training programs but due to special needs such as the trainee having spent an extended period as a recipient of public assistance, due to attitudinal or mental problems, or because of the lack of marketable skills, an industrial based training program may be considered more suitable. In general the programs will be provided only if there is no related institutional training available.

Employer centred training is seen as a means of reducing unemployment and stimulating the Canadian economy. This national objective has been broken down into a series of specific objectives so that the purposes of industrial based training can be better understood and applied. The specific objectives of the industrial based training programs are:

1. Support industrial development strategies established for the various regions of the country;
2. Alleviate persistent skill shortages;
3. Prevent the lay-off of workers because of technological or other changes and to help fully employ the under-employed worker;
4. Encourage employers in the establishment of new, and the improvement of existing industrial training programs;
5. Equalize employment opportunities for clients with special needs and other unemployed workers who lack marketable skills;
6. Provide an alternative to formal training in schools when this is desirable in terms of effectiveness and cost or because there is a lack of related institutional

programs.

Industrial training programs are expected to satisfy the above objectives through the following types of program:

(i) Apprenticeship training is operated by each province but the program is funded as a federal manpower training program. Under existing agreements with the provincial Department of Manpower and Labour the Director of Apprenticeship or his equivalent arranges for apprentices to be placed in training.

(ii) Interprovincial Standards (Red Seal) Programs are aimed at helping to increase the mobility of journeymen in the construction, maintenance, repair and service trades. Under this program, an understanding has been reached among all the provinces and territories so that under certain circumstances there will be mutual recognition of each others' trade certificates. Canada Manpower sees its role as one of co-ordinating the activities of the provinces toward reaching mutually acceptable levels of competency in a number of trade areas.

Interprovincial recognition of trade qualifications has been seen by Canada Manpower to have been a major factor in:

1. Assisting qualified workers to take advantage of employment opportunities in provinces where there has been a demand for their skills;

2. Enabling employers to obtain skilled workers to meet current and future manpower needs;
3. Reducing unemployment and industrial shutdowns.

The program which was established in the 1960's allows those who have qualified through a recognized institution or povincial program to sit for the appropriate examinations to obtain interprovincial recognition.

(iii) Training-on-the-job programs are designed to assist and ecnourage employers to engage unemployed and at times employed people in learning work skills in vestibule training or under actual production conditions. The training periods have varied from six weeks to as much as twelve months. The program was introduced:

> ...to encourage and assist employers to prepare for future expansion by engaging a substantial number of the unemployed employables in learning on-the-job skills that are transferable between employers, have a continuing value, and that will increase their employability or earning capacity and prepare them to take advantage of future employment growth (Canada Manpower Manual).

Because of the success of this program it has been included within the range of programs offered under the Adult Occupational Training Act.

(iv) Management training programs consist of a number of short courses for business owner/managers and supervisory personnel. Course materials are prepared by subject experts and these materials are then made available to the Department of Advanced Education. Canada Manpower accepts the cost of preparing the materials while the Department of

Advanced Education is responsible for the expenses of implementing the program.

Under the Vocational Rehabilitation of Disabled Persons Act which is administered by the Department of National Health and Welfare, Manpower and Immigration agreements are arranged with various participating provinces and rehabilitation costs for services to the disabled including staff salaries and training are shared on a fifty-fifty cost arrangement with each province.

Federal Government Departments other than Manpower and Immigration Involved in Manpower Training

Although not included in the range of Acts and Agreements controlled by Canada Manpower a number of training type programs do exist which could be considered as manpower training in their intent or nature. These programs are developed by various federal government departments or organizations. To illustrate the variety of approaches that are taken to manpower type training programs in other areas examples will be taken from the Department of Regional and Economic Expansion (DREE), the National Film Board and the Compnay of Young Canadians. These examples are illustrative of a number of programs which are outlined in publications such as the Inventory of Federal-Provincial Programs in Alberta, 1974.

The Department of Regional and Economic Expansion (DREE). This department was created in 1969 to co-ordinate and strengthen the federal effort to reduce regional economic disparities. In so doing this general objective has been translated into three specific aims:

1. To reduce the inter-regional gaps in unemployment rates;
2. To improve labour force participation rates in the slow growth regions;
3. To narrow the income differences between regions.

It would seem that the above aims support or reinforce the objectives of Canada Manpower but focus on job creation and training support as a means of achieving economic development. The Minister of Regional and Economic Expansion through the Government Organization Act of 1969 established 22 "special areas" where the Department could undertake special action to encourage economic development and social adjustment. Lesser Slave Lake was chosen as one of the three northern special areas on the Prairies.

In general the funds allocated by DREE are used to assist in the provision of essential services. However directly or indirectly these funds make it possible to mount a wide variety of manpower training type activities. The reports of the Department of Advanced Education, the Department of Health and Social Development and the Opportunity Corps are contained in the 1972-1973 Annual Report for the Lesser Slave Lake Special Area. These illustrate the wide variety of manpower type programs which are offered under the authority of the Department of Regional and Economic Expansion.

The National Film Board. In the February issue of the newsletter Challenge for Change (February 1971:6) the National Film Board outlined its rationale for the development of democratic dialogue. Democratic dialogue refers to an exchange of differing ideas until a majority can agree on a plan of action. The National Film Board in conjunction with government departments such as Regional and Economic Expansion, Health and Welfare, Manpower and Immigration produce Challenge for Change materials and films which are used as a manpower training device. For example, the actual filming as well as the follow-up use of the material in films such as "The Things I Cannot Change" (1966 106b o166 o71) can be classified as a form of manpower training.

The Company of Young Canadians. The Company of Young Canadians was established by act of Parliament during 1966. The Company was given the objectives to:

> ...Support, encourage and develop programs for social, economic and community development in Canada through voluntary service. (1970 R.S.C. Chapter C - 26:14).

These objectives show a close resemblance to those stated earlier with regard to Canada Manpower. In fact the Company of Young Canadians has become involved in manpower type programs either by helping people to make use of existing manpower funds or through its own programs. For example, in the case of the Caslan Colony (Alberta) in 1973 A Young Canadian volunteer was set the objective to "attempt to find methods of using programs such as LIP, LEAP, OFY money and welfare money to provide labour force funds."

In 1974 the Young Canadians undertook an employment assistance project in Fort McMurray to help unskilled, workers find jobs, provide work orientation services and assist in liaison with employers (Young Canadians circular In the Month September 1974:8). This type of involvement can be classified as a manpower training activity.

In some cases the federal manpower training programs are supplemented from activities supported by other government departments. For example, under the Agricultural and Rural Development Act (ARDA) and the Federal-Provincial Rural Development Agreement 1971/1975 various training programs were established if provision could not be made through manpower programs. These programs have generally been sponsored on a fifty-fifty shared cost arrangement with the provincial government.

The above illustrations have sought to show the complexity of the area of manpower training and the wide variety of government departments or oganizations which are directly or indirectly involved in training programs.

It can be seen that the federal government through a variety of departments and programs is involved in the development and oversight of a number of manpower training programs.

Mechanisms Used in the Implementation of Federal Manpower Policies in Alberta

Through the enabling legislation covered in the Adult Occupational Training Act the Federal Department of Manpower and Immigration acts as the major mechanism for converting manpower policies into training programs. To understand the way in which this process works in Alberta it is necessary to begin with an outline of the relevant administrative structures which have been created.

Federal Administrative Mechanisms. The Department of Manpower and Immigration has established distinct regions across Canada (Figure 10). The regional offices report directly to the central administration in Ottawa. The province of Alberta is one of the provinces considered to be part of the Prairie Region. Although each of the prairie provinces is responsible to the Director of the regional office in Winnipeg, the organizational charts for each provincial arrangement show distinct differences. This is clearly seen when the organizational charts for Alberta and Saskatchewan are related (Figure 11) to the Prairie Region.

For example, program consultants in Alberta work through their own director to reach the regional director general. In Saskatchewan they work through the chiefs of industrial and institutional training to reach the regional director general.

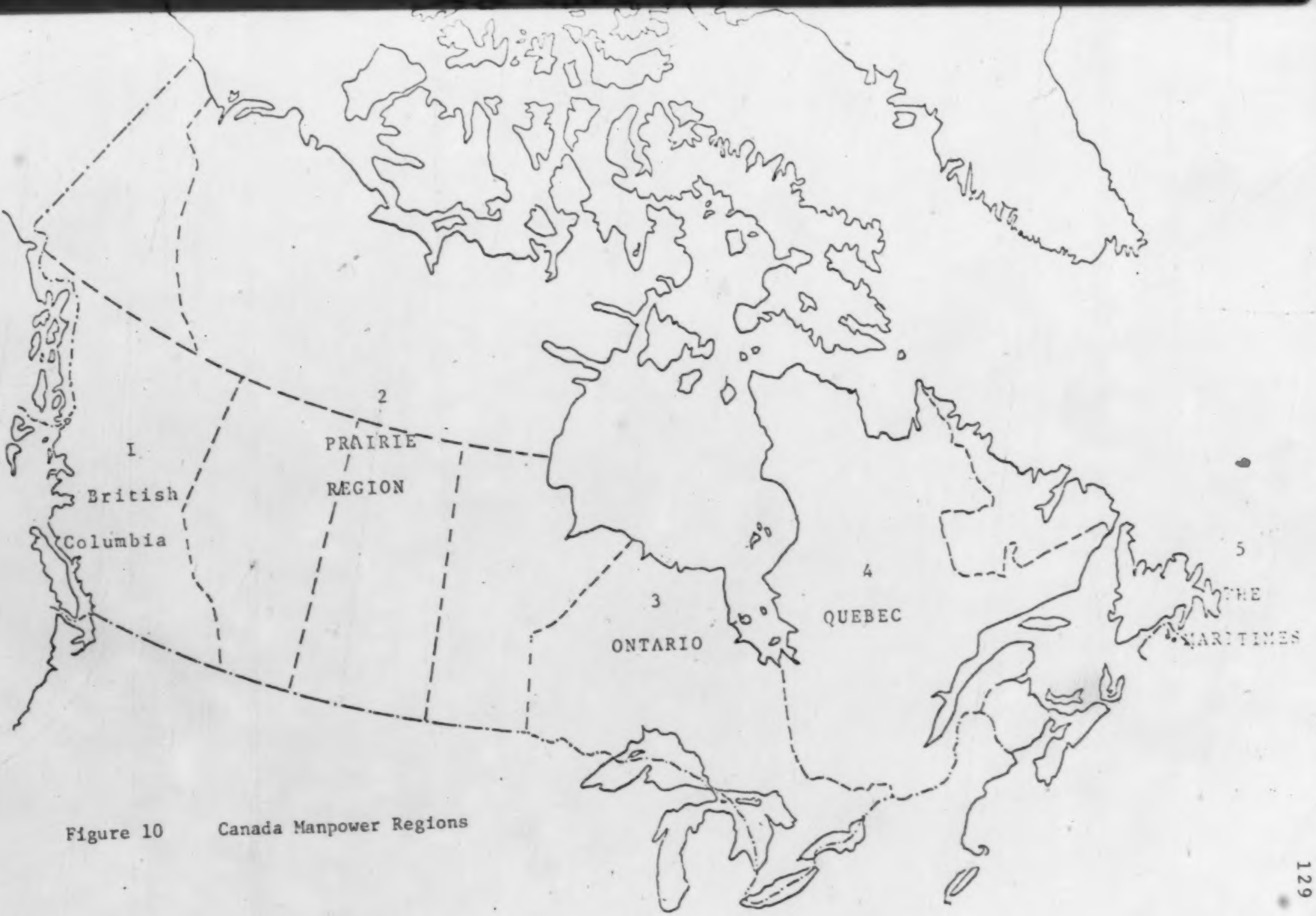

1
British
Columbia
2
PRAIRIE
REGION
3
ONTARIO
4
QUEBEC
5
THE
MARITIMES

Figure 10 Canada Manpower Regions

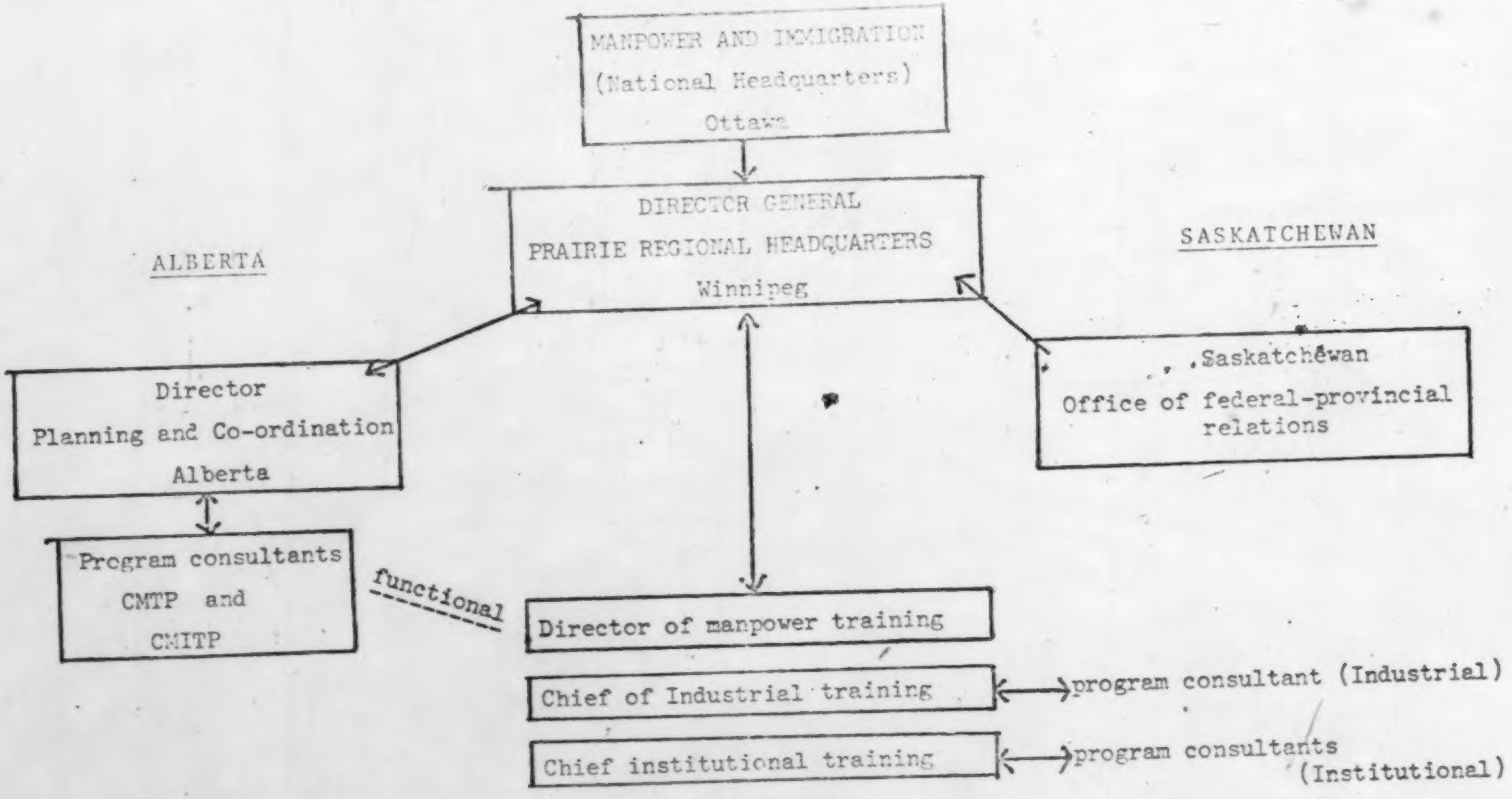

MANPOWER AND IMMIGRATION
(National Headquarters)
Ottawa
DIRECTOR GENERAL
PRAIRIE REGIONAL HEADQUARTERS
Winnipeg
ALBERTA
SASKATCHEWAN
Director
Planning and Co-ordination
Alberta
Saskatchewan
Office of federal-provincial relations
Program consultants
CMTP and
CMITP
functional
Director of manpower training
Chief of Industrial training
Chief institutional training
program consultant (Industrial)
program consultants
(Institutional)

Figure 11 Comparison of the administrative structures of Alberta and Saskatchewan within the Prairie Regional Headquarters of Manpower and Immigration.

Within the Alberta area the Canada Manpower structures with regard to training and operations is just as complex. As shown in figure 12 the manpower consultative officer (based in Calgary) is directly responsible to National Headquarters in Ottawa. The District economists are responsible to Regional Headquarters in Winnipeg. The senior management group meets monthly or operates when required. Canada manpower centres operate independently of the office of planning and co-ordination yet they are integrated when it is necessary to establish future manpower training programs or when modifications of existing programs are found necessary.

Federal-Provincial mechanisms. Federal government authority for involvement in manpower training programs within the provinces is given by legislative authority through the Adult Occupational Training Act. The Act provides a legal legislative mechanism for the federal government to mount its manpower training programs. Section thirteen of the Act states that:

> The Minister of Manpower and Immigration...may, at the request of Government of a province, join with that government in the establishment of a joint committee to assess manpower needs in that province.

A committee has been established in each of the provinces. As Alberta is part of the Prairie Region of Canada Manpower a joint committee was established with representation from the regional headquarters at Winnipeg

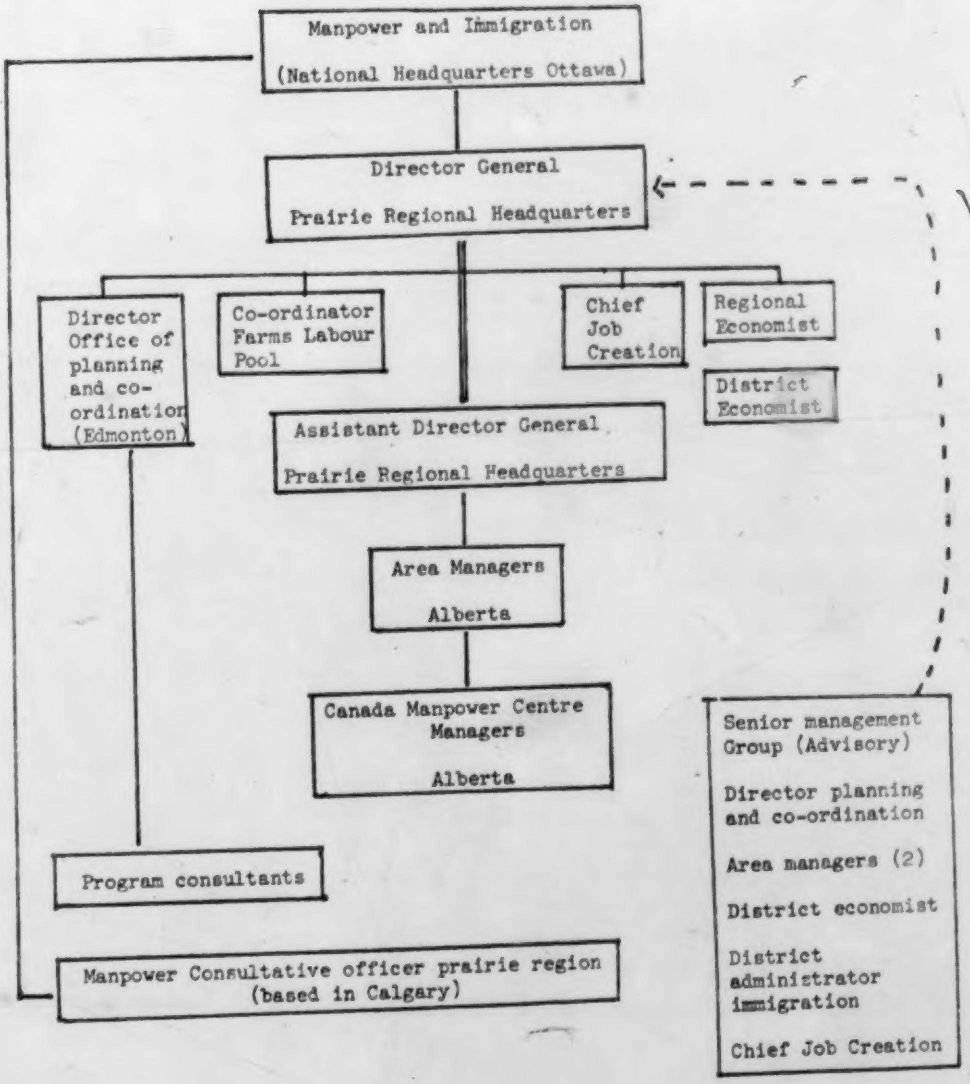

Manpower and Immigration
(National Headquarters Ottawa)
Director General
Prairie Regional Headquarters
Director Office of planning and co-ordination (Edmonton)
Co-ordinator Farms Labour Pool
Chief Job Creation
Regional Economist
District Economist
Assistant Director General
Prairie Regional Headquarters
Area Managers
Alberta
Canada Manpower Centre Managers
Alberta
Program consultants
Manpower Consultative officer prairie region (based in Calgary)
Senior management Group (Advisory)
Director planning and co-ordination
Area managers (2)
District economist
District administrator immigration
Chief Job Creation

FIGURE 12: Prairie Region Administration showing link with Alberta - 1974.

and the province of Alberta. The committee was called the Alberta OTA 13 Committee. The name of the committee was later changed to the Federal-Provincial Manpower Needs Committee. According to some respondents the OTA 13 committee was established to provide a forum where senior officials of federal and provincial agencies responsible for or concerned with the labour force and training arrangements could meet. The committee was seen as a vital co-ordinating mechanism where federal-provincial problems associated with the implementation of manpower training programs could hopefully be resolved. In looking at the supply and demand aspects of the labour force it was expected that the committee would be able to provide some form of priority format for the province of Alberta. In this way the Committee was to become the focal mechanism for the joint planning of the manpower training program. In general the committee would be concerned with the following types of areas of interest:

1. To assess manpower needs in terms of anticipated labour supply and demand, identifying the needs not only of the labour market but also the needs of special groups of individuals and specific industrial sectors;
2. To ensure that effective mechanisms exist for consultation with employers, professions, unions and public agencies confronted with particular manpower problems;
3. To provide an assessment of general training needs in the province prior to the setting of federal budgets;

4. To recommend training plans, priorities and strategies for action by both levels of government.
5. To initiate the setting of the budgets in relation to the number, size, type and location of training courses required to meet the identified training needs, and the criteria for selection of trainees.
6. To foster closer co-ordination between federal and provincial programs related to manpower.

The Alberta Federal-Provincial Manpower Needs Committee meets under the Joint Chairmanship of the Director General of the Prairie Region of Canada Manpower, the Deputy Minister of Manpower and Labour and the Deputy Minister of Advanced Education.

The original committee was composed of the following members:

Federal representation:

Director General Prairie Region Department of Manpower and Immigration

Provincial representation:

Department of Manpower and Labour - Deputy Minister
Department of Advanced Education - Deputy Minister
Department of Agriculture - Deputy Minister
Department of Health and Social Welfare - Deputy Minister
Department of Industry and Commerce - Deputy Minister
Human Resources Development Authority - Director
Alberta Colleges Commission - Chairman

Department of Advanced Education - Director of Vocational Education

Department of Labour and Manpower - Director of Apprenticeship

The committee was later changed to include representation from the Department of Federal and Intergovernmental Affairs.

Any member may wish to have consultative assistance at a meeting and the consultants may participate at a meeting on request and with the approval of the Joint Chairman.

The committee is generally expected to meet at least twice a year. The committee has created various sub-committees to assist in the preparation of reports and for assisting with the mechanisms or implementation involved in developing the necessary training programs. The original Committee had two sub-committees; a technical and a programs sub-committee. Ad-hoc type committees such as the Northeastern Alberta Manpower Development Committee were also in existence. The present structure of the Federal-Provincial Manpower Needs Committee follows the format outlined in Figure 13. The Executive Committee is responsible for the implementation of the decisions of the Manpower Needs Committee.

The Northeastern Alberta Manpower Development Committee in reporting to the Federal-Provincial Manpower Needs Committee acts as a planning and implementation

FEDERAL/PROVINCIAL MANPOWER NEEDS COMMITTEE

Director General, Manpower & Immigration — Federal & Intergovernmental Affairs

Deputy Minister, Manpower & Labour

Deputy Minister, Advanced Education

EXECUTIVE COMMITTEE

Director, Planning & Co-ordination (Alberta)
Manpower & Immigration

Asst. Deputy Minister, Manpower & Labour

Asst. Deputy Minister, Advanced Education

LABOUR MARKET ADVISORY SUB-COMMITTEE	TRAINING SUB-COMMITTEE	NORTHEASTERN ALBERTA MANPOWER DEVELOPMENT COMMITTEE	NORTHEASTERN ALBERTA MANPOWER PROGRAMS IMPLEMENTATION COMMITTEE	DEVELOPMENTAL ACTIVITIES FUND SUB-COMMITTEE	IMMIGRATION	AD HOC COMMITTEES
Economists: Manpower & Labour Advanced Education Agriculture Industry & Commerce Health & Social Development	Manpower & Labour Advanced Education Manpower & Immigration	Major Oil-Sands Employers Unions Native Associations Federal & Provincial Departments	Field Based (Ft. McMurray);	Manpower & Labour Advanced Education Manpower & Immigration	Manpower & Labour Manpower & Immigration	As Required

Figure 13: Federal/Provincial Manpower Needs Committee

group. It is responsible for the progressive planning of Syncrude and other development as well as assisting in the implementation of approved projects or programs.

The training committee is responsible for interpreting the provincial training needs and making recommendations on these needs to the Federal Provincial Manpower Needs Committee. The Committee is responsible for the provincial co-ordination and implementation of approved training programs.

The Labour Market Advisory sub-committee is responsible for obtaining forecast materials on labour market requirements and for suggesting procedures for meeting current needs in this area.

In general ad hoc committees have been associated with special problem areas or industries such as the coal, construction industry, or the hospitality industry in a place such as the Banff-Jasper area.

The Federal-Provincial Manpower Needs Committee is the mechanism which allows the provincial and federal governments to function as a unit in preparing manpower training programs to meet the needs of Alberta. The process involved in identifying the manpower training needs, planning the training requirements and establishing the training programs is the operational work of the Federal Provincial Manpower Needs Committee.

The operational procedures involved in mounting the annual training requirements follow a set pattern.

The pattern is laid out in terms of the procedure adopted by the Department of Manpower and Immigration and the work of the other government departments concerned with manpower training.

In July of each year the various Canada Manpower Centres within the province are contacted by the provincial office of Planning and Co-ordination of Canada Manpower and asked to prepare their reports on client demand for training for the coming year. At the same time the regional and district economists attached as staff personnel to the Area Manager of Canada Manpower prepare their labour market information from Canadian, Regional and Provincial data. This information is then produced in September as a report (restricted) called the "Economic Manpower Outlook". (e.g. Economic Manpower Outlook - Alberta - 1975-1976). Following the annual meeting of Canada Manpower Centre Managers with the district and area economists in September a revised assessment of the training needs is drawn up. This statement provides the basis of the federal governments submission on training needs to the training sub-committee of the Federal Provincial Manpower Needs Committee. It must be borne in mind that the federal government's procedures do not operate in isolation from the data gathering processes of the other government departments. Even though there is overlap and co-operation and at times integration between ~~d~~departments in the gathering of data on training needs the process has been separated out so that it can be better understood.

Due to the composition of the committees the members in most cases serve a dual role of resource member for the committee and senior officials within their own department. As the departments of Agriculture, Advanced Education, Manpower and Labour and Industry and Commerce each have their own planning sections or have a network of staff situated in different places throughout the province who collect information on manpower training needs, a comprehensive data base is provided for the Training Sub Committee when they endeavour to draw up the training schedules for the coming year. The information is further enhanced by the independent inputs of the other sub-committees.

Regardless of the needs for training programs identified by the training sub-committee a number of limitations are placed on the extent or variety of training programs which can be expected to be implemented.

The first is the limitation to the training resources which are available within the province. There is a limit to the training places which are available in public and private training institutions and industrial based training positions.

There is a limitation to the possible finance which is available from the federal government for training. Although the federal government in terms of the AOT Act agreements has always purchased more than the ninety percent of the training days purchased in the previous year the limit is still a possible restriction.

A further restriction is the fact that the training sub-committee and the Federal Provincial Manpower Needs Committee do not have the set of criteria on which the merits of the proposed program training will be judged when it passes through the Winnipeg Regional Office on the way to Ottawa. The criteria on which the proposals will be judged by the Federal Minister for Manpower and Immigration and the Federal Treasury Board when they are integrated into a national program or budget arrangement in Ottawa are always uncertain.

The training proposals for the economic year once agreed to by the training sub-committee are then submitted to the October meeting of the Federal-Provincial Manpower Needs Committee for approval and submission to Ottawa through the Regional office in Winnipeg. The training proposals are then available for approval by the Federal Minister of Manpower and Immigration in November.

Following the decision of the Minister of Manpower and Immigration the training proposals are adopted or where necessary modified to fit the reduced budgetary allocation. The training schedules when revised are made ready for implementation with the beginning of the new financial year which begins in April. The training agreements are signed by the Co-chairman of the Federal-Provincial Manpower Needs Committee and the respresentative of

Federal and Intergovernmental Affairs before they can be put into effect on an official basis.

Under the present arrangement the training provided by government departments for training purchased by the Federal Department of Manpower and Immigration under the agreements associated with the AOT Act is paid for by means of a monthly cash flow from the Federal Government to the Department of Advanced Education or the provincial treasury. In the case of private institutions the Federal Government makes direct payment to the institution or industry. For example the federal government will pay the Reeves Business College in Lloydminster for "seats" (training places) it purchases within the college training structure. Regardless of who provides the training the provincial Department of Advanced Education is expected to approve the standard of the training before "seats" can be purchased.

Once the training schedule is put into operation it is still possible to make alterations to the training programs. Because of this there is an annual reconciliation of accounts and after these have been processed there is a final settlement of accounts between the federal and provincial government and the various departments concerned.

Even though this appears to be a very complex kind of arrangement it works because there is close co-operation between the various government departments involved and each Department feels that the training programs are meeting the needs of large numbers of people. To show the extent of the training and the numbers of "clients" involved. Table 3 illustrates the number of training days purchased by the Federal government through the various training schedules. Table 4 shows the numbers of "clients" enrolled in training programs in 1972-1973.

The Federal-Provincial Agricultural Manpower Needs Committee and its sub-committee is independent of the Federal-Provincial Manpower Needs Committee and is responsible in the main for the seasonal movement of farm workers and the development of an agricultural labour pool through various boards which have been established independently of the Canada Manpower Centres.

Summary

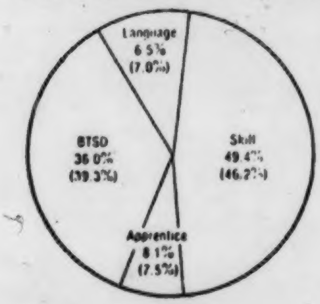
It can be seen from the information cited in this section of the chapter that the federal government is involved in creating manpower training programs which attempt to reflect the policy statements of the Department of Manpower and Immigration. These policies are translated into training programs by means of the various component parts of the Department of Manpower and Immigration. The Adult Occupational Training Act has provided for the establishment of the Federal-Provincial Manpower Needs Committee in Alberta and enabled the various training program purchase agreements to be put into operation. The Federal-Provincial Manpower Needs Committee with its various sub-committees and its use of personnel from within various government

TABLE 3

CANADA MANPOWER TRAINING PROGRAM

1972-73

Full-Time Training Days Purchased by Type
(1971-72 percentage in parentheses)



Skill	7,606,606
Language	1,003,913
Basic Training for Skill Development (BTSD)	5,538,450
Apprentice	1,244,323
	15,393,292

TABLE 4

CANADA MANPOWER TRAINING PROGRAM

Number of Clients Enrolled—1972-73

	Public and Private Institutions						Enrolment		Enrolment in	
Province and Region	Skill Training	Language Training	Basic Educational Upgrading	Apprentice Training	Training in Industry	Total Enrolment	Full-time	Part-time	Regular Program	Supplementary Program
Newfoundland	4,786	—	2,232	1,092	1,344	9,454	9,444	10	9,454	—
Prince Edward Island	2,741	—	948	201	184	4,074	3,877	197	4,074	—
Nova Scotia	6,167	5	2,580	2,348	1,474	12,574	12,251	323	12,574	—
New Brunswick	5,304	—	2,472	2,725	1,901	12,402	11,545	857	12,401	1
ATLANTIC	18,998	5	8,232	6,366	4,903	38,504	37,117	1,387	38,503	1
QUEBEC	96,611	4,949	28,589	3,625	8,991	142,765	80,864	61,901	142,089	676
ONTARIO	18,512	4,482	14,757	12,256	17,040	67,047	65,771	1,276	67,012	35
Manitoba	3,501	159	1,810	1,655	1,651	8,776	8,776	—	8,776	—
Saskatchewan	3,992	26	1,493	1,284	523	7,318	7,318	—	7,313	5
Alberta	4,069	351	2,336	8,910	2,046	17,712	17,712	—	17,710	2
Northwest Territories	261	—	238	20	248	767	767	—	767	—
PRAIRIE	11,823	536	5,877	11,869	4,468	34,573	34,573	—	34,566	7
British Columbia	17,239	968	3,175	6,253	5,055*	32,690	25,912	6,778	27,608	27
Yukon Territory	491	—	88	—	30*	609	497	112	579	—
PACIFIC	17,730	968	3,263	6,253	5,085	33,299	26,409	6,890	33,272	27
CANADA	163,674	10,940	60,718	40,369	40,487	316,188	244,734	71,454	315,442	746

*These are not the actual numbers; they have been arrived at by dividing this year's total according to the 1971-72 proportions.

departments has proved to be the major mechanism for converting government manpower training policies into actual training programs. In fact the Federal-provincial Manpower Needs Committee is the means by which policies are changed or modified and it is also the mechanism by which new training programs are introduced or created.

It must be remembered however, that the activities of other government departments and agencies such as The Young Canadians, the National Film Board and the Department of Regional and Economic Expansion involve manpower training type activities. These should also be considered as part of the process of conversion of federal policies into training type programs.

It is difficult to draw a realistic line of demarkation between the implementation of federal and provincial manpower training policies. This chapter has attempted to set out the federal manpower training policies, the programs which exist and the mechanisms which brought about their creation.

The next part of this chapter attempts to follow the same format for the provincial Department of Labour and Manpower, however, it must be borne in mind that there is co-ordination and at times overlap between the work of both departments.

II ALBERTA MANPOWER TRAINING POLICIES, PROGRAMS AND THE MECHANISMS USED IN THEIR IMPLEMENTATION

Alberta Manpower Training Policies

The provincial Department of Manpower and Labour is one of the few government departments which has published a statement of its policies. These policies were written in the form of a white paper. (Government Printer, November, 1972). In the foreward Lougheed as Premier suggested:

> ...the intent of the Alberta Manpower Policy is to provide an overall approach. Therefore, the Policy acts as a blueprint which guides and co-ordinates all manpower programs in the province. The policy stresses that such programs must be designed to meet the identified employment needs of Alberta and Albertans, and must be evaluated to make sure they are doing the job.

The first section of the policy statement covers the philosophy on which the policy is based. This section is reported in full so that the objective of the policy can be seen in perspective.

> The Government of Alberta bases it policies upon a belief in the rights of the individual within our democratic society. The Alberta Manpower Policy holds the conviction that each Alberta citizen has the right to the opportunity to achieve the highest possible income and standard of living. Along with this right, the Manpower Policy includes the conviction that the individual has an obligation to society. All persons in our society have the responsibility of contributing as best they can to the creation of income through productive employment. The creation of income through employment is essential to a good standard of living. This employment serves the individual on the one hand and society on

the other. Employment helps to bring the individual and family more fully into society. Employment gives status. It brings individual satisfaction. This, in turn, makes society strong, worthwhile and productive. Appropriate opportunities must therefore be available to all citizens of the Province.

To ensure that employment provides the major source of income for an individual or family, other methods of supplying income (such as social assistance payments) should be used only when employment is not feasible.

In addition to the social factors, there are also economic factors to be considered. High levels of employment mean that society is making use of resources and enjoying high production levels of goods and services.

High levels of employment contribute to the well-being of society through raising physical living standards and increasing life-enriching activities. Thus every Albertan who is physically and mentally capable should have the opporunity to take part in productive employment. To do this a number of things are necessary. Employment opportunities must be improved. The ability of Albertans to take advantage of these opportunities must be increased. The risk of unemployment must be reduced as well as the impact of unemployment when it does occur.

In view of the social and economic factors, the Alberta Manpower Policy deals with:

A. Job Creation:

To encourage the numbers and types of jobs suitable to the potential labour force. This job creation activity will include small businesses, development in rural areas and expansion of cultural and tourist enterprises.

B. The Needs of the Potential Labour Force:

To assist the potential labour force to get and keep jobs. Some members of the labour force, such as the young those over 45 years of age and those living at poverty levels, need special attention.

> Although the Policy must consider both job creation and the preparation of people for jobs, the priority in the Policy is that jobs are for people and not people for jobs. This priority puts the individual first. It also points to lasting and useful employment, rather than stop-gap, short-term, make-work approaches." (Manpower Policy 1972:1)

From this philosophy the objective of Alberta Manpower Policy is seen to be to:

> ...provide worthwhile employment opportunities for all those Albertans who have the capacity to be employed. The meeting of this objective will assist in creating, co-ordinating and maintaining the conditions necessary to have the best possible standard of living for the citizens of the province of Alberta (Manpower Policy 1972:1).

The conversion of this policy objective into programs follows the following five states which are outlined in the policy statement. (1972:2-3)

A. A Philosophy and General Objectives Stage:

This is the policy decision area which selects the general objectives to be reached.

This policy decision must be undertaken by Executive Council. (The philosophy and Objectives are outlined in the preceding sections).

B. Information Needs Stage:

This stage is essentially research oriented. It is designed to gather the type of information needed for refining and sharpening the focus of the general objectives. Alternative methods of reaching general objectives and their implications are developed in this stage.

C. Operational Objectives Stage:

This involves selecting alternatives,

establishing targets and is, in effect, another policy decision stage. It must be completed before detailed program planning can begin.

D. Program Planning:

This stage takes the selected alternatives and targets established in the preceding stage and translates them into program plans.

E. Program Implementation:

This is the last stage which includes monitoring and evaluation.

The four major areas of concern which must be considered within each stage are:

1. Labour Demand:

How many jobs, where, what skills required, when?

2. Labour Supply:

How many, what skills, location, availability?

3. Placement Process:

How to match labour supply and labour demand.

4. Contingency Programs:

All factors in the manpower equation are not predictable and certainly not controllable, so contingency programs must be developed to offset these situations.

It appears that the functions and duties of the Minister for Manpower and Labour could be classified as the objectives set for the Department of Manpower and Labour. The duties and functions include the following:

a. promote the development of manpower for the mutual advantage of the individual and Alberta generally;

b. promote the development of training and other programs to permit persons to share to a greater extent in the economy;

c. promote the development of retraining programs to assist those workers affected by technological and other changes;

d. promote the development of programs to increase employment opportunities of persons unskilled or handicapped;

e. take all possible steps to ensure opportunity of employment to all persons;

f. assist and encourage the provision of opportunities for workers to be employed to their full capabilities;

g. promote and assist in maintaining proper relations between employees and employers and between labour and management;

h. promote and encourage the training of qualified workmen in accordance with an approved training plan for the training of workers;

i. where he considers it advisable, inquire into and consider the operation of laws in force in other parts of Canada and of the Commonwealth and in foreign countries having for their objects the protection, technical training and welfare of the industrial classes or affecting relations between employees and employers;

j. when he considers it advisable, receive or review suggestions for changes in the laws of Alberta relating to any matter affecting relations between employees and employers or between labour and management presented by any labour organization or employer's organization or any other organization representing those classes or by any other person;

k. ensure that adequate information regarding the manpower resources in Alberta is developed by conducting, commissioning or instituting such research studies as may be necessary;

> l. co-ordinate the activities of other departments and agencies of the Government that would facilitate the development of a comprehensive manpower program;
>
> m. review and negotiate agreements between the Government of Alberta and the Government of Canada, municipal corporations and other agencies, organizations or persons with respect to manpower resources, policies and programs;
>
> n. facilitate the operation of federal programs relating to manpower policy within Alberta;
>
> o. in conjunction with the executive council, or a committee thereof appointed for the purpose, establish operational guidelines to ensure that a comprehensive manpower program is developed;
>
> p. develop such other programs as are necessary to facilitate the implementation of a comprehensive manpower program for Alberta
> (The Department of Manpower and Labour Act Bill 29, 1972 chapter 35:2-3).

The Manpower Division of the Department of Manpower and Labour in endeavouring to implement manpower policy and the intent of the Legislation accepts its mandate as one to:

> ...co-ordinate and implement specific actions which will achieve the goals of full employment and the provision of an adequate labour force to assist the Government of Alberta to achieve its social and economic goals (Proceedings of the Alberta Chamber of Commerce Manpower Conference, Jasper 1974:67).

To illustrate the co-ordination aspect of the Department of Manpower and Labour's work the following summaries have been developed from departmental documents and discussions with members of staff.

1. The development and operation of liaison procedures with federal departments to ensure the dove-tailing of federal employment programs with those funded by the province -- this includes the Secretary of State (Opportunities for Youth) the Department of Regional Economic Expansion (Winter Capital Projects Fund), the Department of Manpower and Immigration (Local Initiatives Program, Outreach, Local Employment Assistance Program);
2. The development and carrying forward of a detailed Alberta position with respect of negotiations with the Department of Manpower and Immigration on the Canada Manpower Training Program (CMTP) and the Canada Manpower Industrial Training Program (CMITP);
3. The establishment and maintenance of close liaison between the Manpower division and such organizations as the Canadian Manufacturers' Association, the Alberta Federation of Labour, the Mobile Home Manufacturer's Association, the Coal Association of Canada, the Construction Owner's Association, the Alberta Chamber of Commerce and its principal Chapters, the Alberta Restaurant Association, and the Alberta Motor Transport Association;
4. The holding of the first National Conference of Provincial Ministers of Manpower in Edmonton;
5. The sponsoring by the Alberta Chamber of Commerce of a major Conference on the Alberta Manpower situation, held in Jasper in 1974. This involved provincial and

federal ministers and senior officials as well as senior management representatives from the major business, industrial and labour areas;

6. The development of an acceptable provincial Manpower Mobility capability to work with Alberta employers and federal authorities on matters pertaining to immigration and interprovincial mobility;
7. The creation of the Alberta Native Development Corporation, through the bringing together of the respective Alberta Metis and Indian Associations, and the development of close contacts with such other Native organizations as Metis Outreach, Sarcee Development Ltd., Peigan Development Company Ltd., and the Neegan Society;
8. The development of a pilot project in Lethbridge to test out the concept of Government of Alberta Career Centres.

Alberta Manpower Training Programs

The Manpower Division as shown in Figure 14 co-ordinates and implements its programs through three organizational structures or groups; Employment Development; Career Planning and Placement; and Manpower Training. It is necessary to give a description of the Division as a whole if the area of Manpower work of the Division as a whole if the area of Manpower Training Programs is to be seen in perspective.

Employment Development Group. Employment

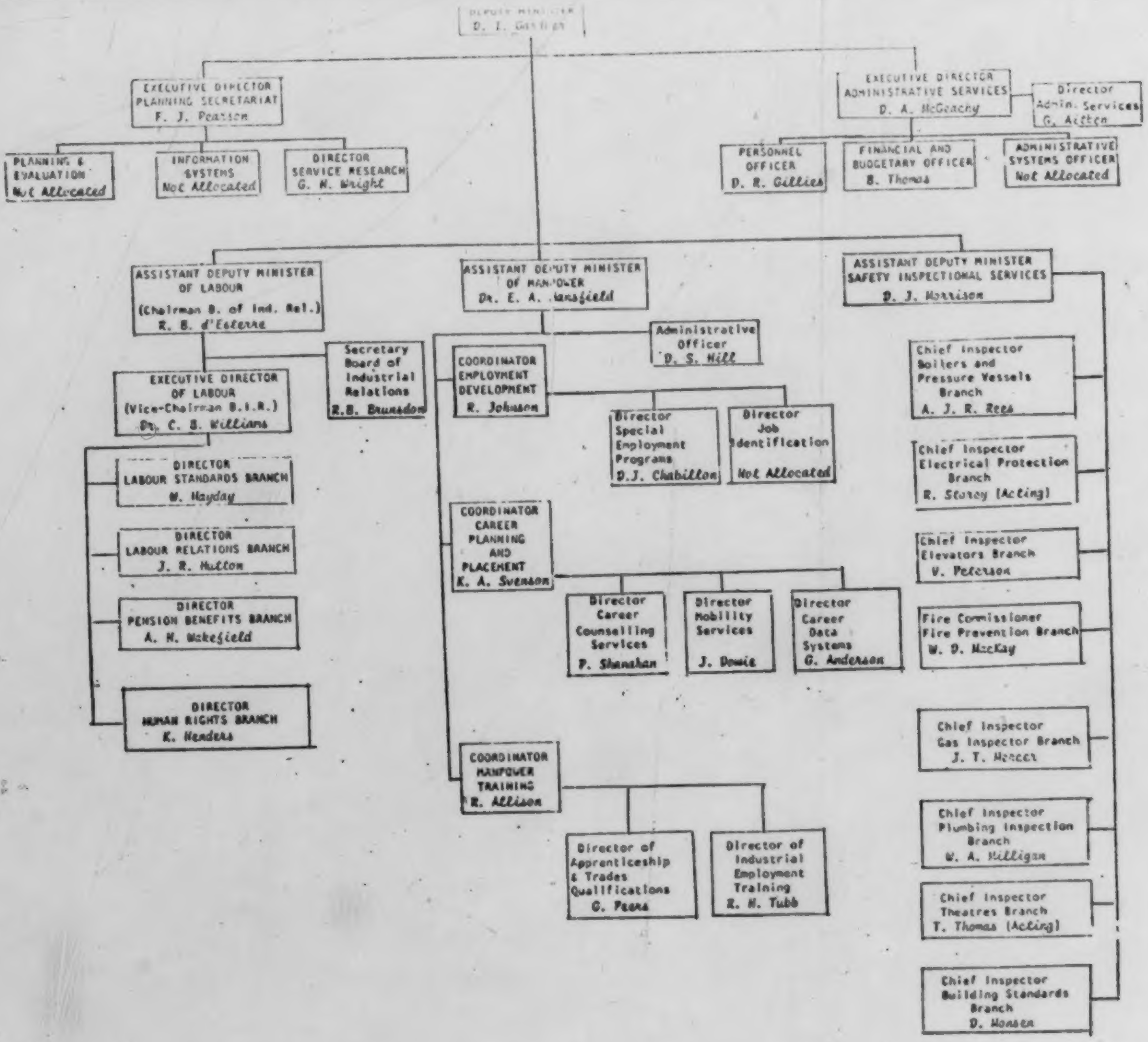

DEPUTY MINISTER
D. I. Gilligan
EXECUTIVE DIRECTOR PLANNING SECRETARIAT
F. J. Pearson
PLANNING & EVALUATION
Not Allocated
INFORMATION SYSTEMS
Not Allocated
DIRECTOR SERVICE RESEARCH
G. N. Wright
EXECUTIVE DIRECTOR ADMINISTRATIVE SERVICES
D. A. McGeachy
Director Admin. Services
G. Aitken
PERSONNEL OFFICER
D. R. Gillies
FINANCIAL AND BUDGETARY OFFICER
B. Thomas
ADMINISTRATIVE SYSTEMS OFFICER
Not Allocated
ASSISTANT DEPUTY MINISTER OF LABOUR
(Chairman B. of Ind. Rel.)
R. B. d'Esterre
Secretary Board of Industrial Relations
R.B. Brunsdon
EXECUTIVE DIRECTOR OF LABOUR
(Vice-Chairman B.I.R.)
Dr. C. S. Williams
DIRECTOR LABOUR STANDARDS BRANCH
W. Hayday
DIRECTOR LABOUR RELATIONS BRANCH
J. R. Hutton
DIRECTOR PENSION BENEFITS BRANCH
A. H. Wakefield
DIRECTOR HUMAN RIGHTS BRANCH
K. Henders
ASSISTANT DEPUTY MINISTER OF MANPOWER
Dr. E. A. Mansfield
Administrative Officer
D. S. Hill
COORDINATOR EMPLOYMENT DEVELOPMENT
R. Johnson
Director Special Employment Programs
D.J. Chabillon
Director Job Identification
Not Allocated
COORDINATOR CAREER PLANNING AND PLACEMENT
K. A. Svenson
Director Career Counselling Services
P. Shanahan
Director Mobility Services
J. Dowie
Director Career Data Systems
G. Anderson
COORDINATOR MANPOWER TRAINING
R. Allison
Director of Apprenticeship & Trades Qualifications
G. Pears
Director of Industrial Employment Training
R. H. Tubb
ASSISTANT DEPUTY MINISTER SAFETY INSPECTIONAL SERVICES
D. J. Morrison
Chief Inspector Boilers and Pressure Vessels Branch
A. J. R. Rees
Chief Inspector Electrical Protection Branch
R. Storey (Acting)
Chief Inspector Elevators Branch
V. Peterson
Fire Commissioner Fire Prevention Branch
W. D. MacKay
Chief Inspector Gas Inspector Branch
J. T. Mercer
Chief Inspector Plumbing Inspection Branch
W. A. Milligan
Chief Inspector Theatres Branch
T. Thomas (Acting)
Chief Inspector Building Standards Branch
D. Hansen

Figure 14: Administrative Structure of the Department of Manpower and Labour, 1974

development is concerned with two areas job identification and special employment programs. Job identification and job development requires involvement with the private sector in the identification of the job opportunities that exist and the present and future requirements for manpower in Alberta.

Special employment programs which are in existence include:

1. Priority employment program (P.E.P.) which is designed to offer employment and training opportunities to those who have been affected by the winter seasonal lay-off.
2. A Summer Temporary Employment Program (S.T.E.P.) which develops job opportunities of a short term nature for those Albertans who are out of work during the summer (e.g. Students may offer themselves through various government departments for employment during the summer under this type of program.)

An offshoot of the S.T.E.P. program is the Summer Farm Employment Program which is sponsored by the Departments of Agriculture, Youth and Recreation and Manpower and Labour. The program seeks to employ Alberta youth on farms during the months of May, June, July and August. In this way "Alberta youth" can be introduced to the farm working experience and also earn funds so that if they do not wish to stay on the farm they can leave to obtain further education.

Career Planning and Placement Group. Within this group are three Branches, Career Planning; Manpower Mobility and Career Data Systems.

(i) The Career Planning Branch is concerned with developing a system that will improve the individuals access to available Federal, Provincial, Municipal and private career planning and implementation services. (e.g. The over 45 group was initiated in 1972 to provide specialized placement services for people over the age of 45).

(ii) The Manpower Mobility Branch provides a consultative service to Alberta industry and potential immigrants from outside of Canada.

(iii) The Career Data Systems Branch was established to act as a resource for people requiring career information in a form which would be useful to them as individuals.

The Manpower Training Group. The purpose of this group is facilitate the development of employment skills and abilities. This group consists of two branches: Industrial Employment Training and the Apprenticeship and Tradesman's Qualifications.

(i) Industrial Employment Training Branch is responsible for the encouragement, promotion and support of training and skill development programs initiated by industry in the Province. In this way industry can obtain the labour with the skills it requires and individuals can receive the career development training that they need.

Two training programs operate from within this branch: training-on-the-job and training in industry. Training-on-the-job is a program operated in conjunction with

Canada Manpower and employers are reimbursed a portion of the wages paid to newly hired workers in return for the provision of training by the employer. (e.g. the employment of 20 native people by Hinton Pulp and Wood Cutters that were given training in the operation of skidding machines and power saws so that they could obtain employment in forestry occupations).

Training-in-Industry refers to training in industry by an employer on behalf of his own employees. Training in industry may be used to develop skills or impart knowledge to employees at many occupational levels. For example, at the Imperial Oil, Strathcona Refinery, 61 trainees were taught technical process skills in preparation for the start up of a new automated plant.

One facet of the work of the industrial training branch is that it is responsible for Appropriation 1728. This is a $2 million manpower training and development fund administered by the manpower training section of the manpower division under the direction of the Cabinet Committee on Employment. This manpower training program was first introduced by the treasurer in the 1974 Budget Address (1974:18) to meet the manpower demands which were expected from the development of the oil sands in Northereastern Alberta. The Appropriation is used to fill funding gaps that occur in new or existing manpower development programs. The first project funded from Appropriation 1728 was a heavy equipment operator's training program operated by the Alberta Native Development

Corporation for 24 native people from the Cold Lake Reserve.

(ii) Apprenticeship and Tradesman's Qualifications Branch is responsibile for the co-ordination of apprenticeship training activies and for the certification of tradesmen in those fields which are covered by the various provincial apprenticeship acts (e.g. the Dental Mechanics Act).

The apprenticeship programs are funded in the main from federal sources. Unlike other Federal government sponsored programs the "clients" are not placed in training by a Canada Manpower counsellor. In the case of apprenticeship the employer selects the apprentice and the indenture papers are registered with Manpower and Labour. The Department of Manpower and Labour checks the educational qualifications of the apprentice and the ratio of tradesmen to apprentices within the employers business before registration is approved.

The Apprenticeship Board is responsible for designing the curricula to be used in each of the courses. This is arranged by means of local and provincial advisory committees who suggest the content which should be included in any of the courses. The advisory committee membership includes representatives of tradesmen, management, training institutions and members of the Program Development Branch of the Department of Manpower and Labour. Institute and Manpower and Labour members on the committees do not have voting rights.

The Apprenticeship and Tradesman's Qualifications Branch has taken the role of a co-ordination, service and developmental agency for the area of apprenticeship training. The Branch has been able to introduce data gathering methods to produce an apprenticeship registry. Public information programs such as the one with the theme "blue is rewarding" has been used to help meet the changing needs associated with apprenticeship training.

Together with the wide range of programs offered by the Manpower Training Group there is a service function performed in that this part of the Department is represented on a number of intergovernmental, inter-departmental and public industrial or commercial agencies or committees. For example, a staff member has participated as a "facilitator" on committees such as The Oilfield Haulers Association and The Alberta Forest Products Association. The Department is represented in the Federal-Provincial Manpower Needs Committee and its sub-committees. Service functions are also performed through the North Eastern Alberta Manpower Development Committee, the Northeastern Alberta Program Implementation Committee and theProvincial Manpower Needs Committee. At times it is difficult to assess whether the Department provides a service or co-ordination function or both.

Alberta Government Departments other than Manpower and Labour Operating Manpower Programs

A number of manpower training programs have been established and operated within individual government departments. These programs do not appear as part of the governments regular ongoing manpower training commitments. For example, departments of Health and Social Development and Agriculture, arrange their own training programs as well as making use of those that are operated and paid for from Federal and other departmental sources. As the extent of the intra-departmental manpower training activity varies from department to department the work undertaken by the Department of Agriculture will be taken as an illustration.

In general Canada Manpower supports agricultural training courses which are over three weeks but not more than 52 weeks in duration. Support has been given to courses such as on-the-job-training (22 weeks) and management training (6-7 weeks). There have been however, a number of farmers involved in short courses in farm management and business administration which have been paid for as part of the provincial agricultural extension program. These courses though not classified as manpower training are none the less manpower training in nature.

Alberta Manpower Training Implementation Mechanisms

Allowing for the fact that the objectives of federal and Alberta manpower training policies are similar the focus of the Alberta programs is influenced by the activities of the federal government and the types of programs which have been mounted. Although the provincial government does have a Manpower Needs Committee its functions as a manpower training mechanism are different to those of the Federal-Provincial Manpower Needs Committee. Because there is a provincial departmental structure, less emphasis is placed on the Manpower Needs Committee and more on the officers concerned directly with the implementation of specific manpower training programs.

As the federal government is working through its Federal-Provincial Manpower Needs committee as the major form of mechanism in its translation of manpower policies into programs it is hard to contrast it with the provincial situation where the major co-ordinating mechanism for the conversion of manpower policies into programs is the Manpower Division of the Department of Manpower and Labour.

The situation is further complicated for the federal government is concerned more with training programs and less with co-ordination and service while the provincial government in Alberta is more concerned with the co-ordination and service aspect. This may not be the case in other provinces.

The Alberta Manpower Needs Committee. At the Alberta level the Provincial Manpower Needs Committee is more of a program co-ordination and integration mechanism rather than a program development committee. To assist in understanding the role of the Provincial Manpower Needs Committee it is first necessary to look at the various Alberta Cabinet Committees involved with what could be considered to be manpower training program development. These include the standing committees on

Department of Agriculture
Department of Federal and Intergovernmental Affairs
Department of Health and Social Development
Department of Industry and Commerce
Department of Manpower and Labour

The Committee serves as a forum and resource for the identification and where possible resolution of manpower problems in Alberta. It has a secondary function in that it is able to obtain a provincial position with regard to manpower problems before they are discussed or presented at the Federal Provincial Manpower Needs Committee. This aspect of the committees work has given the federal government the opportunity to work through one provincial group rather than working with individual government departments.

The Provincial Department of Manpower is obliged to work through other government departments to meet its training function.

As the Manpower Division undertakes to co-ordinate and service manpower training programs it relies on other government departments and some private training agencies to assist in the implementation of training programs. Most of the members of the Provincial Manpower Needs Committee are concerned in the training programs to some extent. However in the main it is the Department of Advanced Education which has the responsibility of checking the quality of the courses, except apprenticeship, and supplying the staff and facilities for most of the programs.

The Department of Advanced Education. The Program Services Division of the Department of Advanced Education is primarily responsible for the delivery, funding and co-ordination of adult education and training programs in Alberta. The philosophic commitment and goal orientation of Advanced Education is expressed in the Bossetti paper (1974:3) delivered at the Alberta Chamber of Commerce Conference on Manpower at Jasper in 1974.

> Advanced Education is primarily concerned with the development of human capital. Its concern is to provide man with the opportunity to develop his potential to function as a member of society - to shape the course of future events - to create a world in which he may participate and live.
>
> Its task is to inform the individiual of the opportunities available and to provide him with the educational experiences which will enable him to capitalize on these opportunities.
>
> Thus Advanced Education has a dual commitment to meet both individual needs and aspirations and at the same time fulfil manpower requirements.
>
> A. Its operation must provide individuals the opportunity for self-realization and development; and
>
> B. Its operation must provide the Alberta economy with a trained and competent labour force.
>
> To attain these broad goals, Advanced Education attempts to:
>
> 1. Ensure individuals access to effective educational experiences;
> 2. Ensure adequate services both in quantative and qualitative terms to meet individual and manpower demands;

3. Avoid unwarranted duplication of services

Advanced Education endeavours to fulfil its roles through the application of a Program Co-ordination Policy. This policy enables Advanced Education to allocate programs in a manner which seeks to ensure the availability of comprehensive services to the various regions of the province.

To implement this policy and bring its resources to bear in fulfilling manpower demands Advanced Education requires specific information in the following areas:

1. What are the skills and competencies required of individuals or classes of graduates who are expected to fulfil manpower demands?
2. How many graduates or trained individuals are required?
3. When and where are the graduates required?

Programs processed by Advanced Education are classified as either institutional and long term or as non-institutional and short term.

The following are illustrations of the institutional type of training programs and the locations which are arranged by Advanced Education:

Tar Sands Technician - Alberta Vocational Centre
Fort McMurray
Aviation - Vermillion
Small Business Management (Native) - Lac La Biche
Mineral Engineering - University of Alberta

The following are illustrations of the non-institutional type training which has operated through Advanced Education:

Contemporary Woman - various centres including
  Medicine Hat and Drumheller
Agricultural Mechanics - Olds College
Driver Training (trucks) - Vauxhall and Taber

Manpower Training Funding Mechanisms. The costs of the various manpower training programs which are arranged through Advanced Education are met from a variety of federal and provincial sources.

The federal government through the Federal-Provincial Manpower Needs Committee arranges to purchase "training days" from Advanced Education and other training agencies. The Department of Manpower and Immigration officials together with representatives of Advanced Education draw up the annual manpower training program after the Federal-Provincial Manpower Needs Committee has set the priorities for any particular year. This does not mean that the program cannot be changed during the year if changes are necessary. If extensions are necessary then they may be paid for out of Advanced Education's appropriation 3063 and 3070 and reimbursed when final agreement is made with the Federal government on any one year's general purchase settlement.

Provincial funds for manpower programs arranged by Advanced Education are paid for from appropriation 3063 and 3070. Appropriation 3070 is concerned with arranging rehabilitation type programs. Appropriation 3063 is used in the main at the direction of the regional co-ordinators who act as field officers for the Department. The funds have generally been supplied for:

1. Placement of students into training (with or without financial support). This includes an extensive variety of programs arranged through the Alberta Vocational training centres.
2. Facilitation, initiation and financial support for the delivery of training programs;
3. Financial support for program development activities;
4. Support for programs such as training on the job and some short courses.

The use of federal and provincial funds by institutions and agencies varies with the way in which the programs are funded and the nature of the institutions or agencies involved.

In the case of private institutions federal funds are paid directly to the institution concerned. This is done on a monthly cash flow basis.

Once the amount of federal funds for manpower training programs has been established through the mechanism of the Federal-Provincial Manpower Needs Committee and the schedules established under the authority of the Adult Occupational Training Act signed the federal government pays Advanced Education on the monthly basis of a cash flow. This money is then passed through Advanced Education for payment to the institution or agencies that are involved.

At present training day costs are based on institutional costs not course costs. This means that similar courses offered at different institutions may cost different amounts. For example some courses at the Alberta Vocational Centre could cost less than a similar course at Fairview College.

The pattern of payment to the institutions varies also according to the established governance pattern of the particular college or institution.

In the case of the six Board governed institutions in the province (e.g. Red Deer Community College) money for manpower training programs is paid directly to the institution concerned through the Department of Advanced Education. Budget statements for some of these colleges are included (Appendix F) as an illustration of the amount of funds which may be used by a College for Manpower training.

In the case of provincially operated institutions such as N.A.I.T. and the various Alberta Vocational Centres each institution operates on an annual budget which is approved and paid for from funds allocated to Advanced Education. Proposed manpower training programs are included within the budget and where these programs are funded from federal sources the money is transferred as a monthly cash flow from the federal government to the provincial treasury.

The Department of Advanced Education through the recommendation of its own area co-ordinators may introduce its own manpower training activities. These are funded from within appropriations which have been established for the Department.

In the case of apprenticeship training programs the department of Manpower and Labour is responsible for the content of the training program. However, even though the Apprenticeship Board is responsible for their certification the institution responsible forthe training will in general assess the students for an institutional qualification. In the case of "Red Seal" programs the federal government must get provincial approval before they can establish any form of interprovincial standard.

The payment of all apprenticeship training costs by the federal government is not complicated but it does influence the rest of the manpower training programs which are able to be paid for by federal agreements. Under the fiscal Arrangements Act 1967 (Part II) the provinces were provided with annual payments and tax abatements. The fiscal transfer is comprised of four parts: a tax abatement of 4.57 points of the personal income tax; a tax abatement of one point of the corporate income tax; associated equalization payments; and a cash flow adjustment payment equal to the difference between the greater of fifty per cent of the total operating expenditures within a province or, in the case of Newfoundland, Prince Edward Island, and New Brunswick, a $15.00 per capita grant along with the abatement and associated equalization.

With the passing of the Federal-Provincial Arrangements Act, 1972, the existing arrangements were continued until 1974. The Bill provides, however, that the total assistance cannot increase by more than fifteen per cent in any one year.

As part of the existing financial arrangements, when the fifty percent of provincial post-secondary education costs for any one year are estimated, the cost of manpower training programs are deducted.

Apprenticeship training costs are met first and then a general purchase is made of "training days" which is expected to meet the training needs determined by the Federal-Provincial Manpower Needs Committee. The purchase can only be made if the funds are considered to be available. Under the agreements associated with the Adult Occupational Training Act the federal government is commited to purchase ninety percent of the "training days" they purchased in the previous year. The federal government may also make direct purchases from private institutions or agencies for "training days". For example, secretarial type training programs days are purchased from Reeves Business College in Lloydminster.

The Canada Manpower Adult Occupational Training Act purchases from Advanced Education for 1974 are included as Table 5. These figures include the numbers of students admitted to training and the potential "training days" under the general pruchase agreements (Canada Manpower Training Program) and apprenticeship training. The purchases are grouped according to types of institutution involved.

The arrangements made between any provincial government department and the federal government particularly in the policy area are also a major concern of the

Institution	No. of Students Admitted to Training	No. of Possible Student Days of Training
Technical Institutes	324	31, 713
Alberta Vocational Centres	2, 829	210, 560
Alberta Petroleum Industry Training Centre	513	3, 257
Nursing Aides	246	44, 280
Agricultural and Vocational Colleges	50	3, 719
Community Colleges	906	83, 362
Agricultural Courses	1, 695	42, 425
TOTAL	6, 563	419, 316

Apprenticeship Purchase

	No. of Students Admitted to Training	No. of Possible Student Days of Training
Apprenticeship Training	10, 005	316, 479

The level of Canada Manpower purchase was as follows:

	Spaces	Training Days
General Purchase	6, 563	419, 316
Apprenticeship	10, 005	316, 479

Table 5: Canada Manpower O.T.A. Training Purchases 1974

General Purchase

Department of Federal and Inter-governmental Affairs.

The Department of Federal and Intergovernmental Affairs

The Department of Federal and Intergovernmental Affairs was created by the Alberta Legislature in 1972. This Department serves a unique function in that the Minister has been given the following powers and duties:

The Minister

(a) is responsible for the co-ordination of all policies, programs and activities of the Government of Alberta and its agencies in relation to the Government of Canada, and the governments of the provinces and territories of Canada, and the governments of foreign countries or states, and all agencies of those governments;

(b) shall conduct a continuing review of

- i. all policies, programs and activities of the Government of Alberta and its agencies in relation to the Government of Canada, the governments of the provinces and territories of Canada and the governments of foreign countries or states;
- ii. all intergovernmental agreements, and
- iii. all relevant legislation pertaining to those policies, programs, activities and agreements;

(c) shall be a party to the negotiation of all proposed intergovernmental agreements;

(d) shall from time to time take such action as he considers necessary to initiate or maintain inter-governmental co-operation between the Government of Alberta and the Government of Canada, the government of a province or territory of Canada or any government of a foreign country or state;

(e) shall establish and maintain all offices outside Alberta that are necessary for the performance of the functions of representatives of the Government of Alberta. (Bill 58 Chapter 33 1972)

Because of the functions of the Department of Federal and Intergovernmental Affairs and their purposes of co-ordination and continuing review of government policies and programs they are represented on most of the committees concerned with manpower programs at the federal-provincial level and also at the provincial level where a number of government departments are involved. It appears that the Department was initially considered to have only a watching brief however because of its continued involvement and its own developing expertise government departments are accepting its expanded role and making use of the activities which the department is able to provide. For example, all manpower training agreements with the federal government are approved by the Minister for Federal and Intergovernmental Affairs before they can be put into operation.

Summary

The Alberta Government has produced a written statement of manpower policy. This document together with the duties given to the Minister of Manpower and Labour in the Manpower and Labour Act of 1972 suggest the policies and the rationale for the manpower programs which have been developed in Alberta.

The Department of Manpower and Labour is responsible for the development and co-ordination of a number of manpower training programs and services. These programs and services are administered through the Employment Development, Career Planning and Placement and Manpower Training Groups within the Department of Manpower and Labour.

With the exception of Apprenticeship training the Department of Manpower and Labour is more concerned with co-ordinating and servicing manpower activities than it is with taking responsibility for mounting or staffing specific programs. The Department is able to co-ordinate the manpower training activities of Departments such as Health and Social Development and Agriculture through the Provincial Manpower Needs Committee. Manpower services are provided in the main through the Employment Development and Career Planning and Placement Groups within the Department.

The Department of Advanced Education with the exception of apprenticeship training is responsible for developing courses, staffing and providing the training facilities for the greater portion of manpower training programs which operate in Alberta.

As the Department of Advanced Education is responsible for mounting the Canada Manpower Training Programs which make use of institutional training a complicated pattern of funding and accounting procedures has emerged.

The Department of Federal and Intergovernmental Affairs has the responsibility of co-ordinating all policies, programs and activities of the Alberta Government as they relate to the Federal Government or any other provincial or foreign government. This procedure not only includes co-ordination of policies but it also provides for the possible review of existing manpower policies and programs.

SUMMARY

In order to give a more meaningful picture of the findings they have been reported in the form of a synthesis of the data. This synthesis has focussed on two areas. The first dealt with Federal manpower training policies, programs and the mechanisms used in their implementation in Alberta and the second with Alberta manpower training policies, programs and the mechanisms used in their implementation.

Federal manpower policies have been the responsibility of the Federal Department of Manpower and Immigration. Current policies are concerned with promoting the economic growth of Canada through improving the way in which manpower resources are allocated in terms of national goals. The national goals of manpower policy are broken down into a number of operational objectives for each of the manpower programs.

The Department of Manpower and Immigration provides a number of services and training programs. These services include immigration, counselling, labour market information and services for the handicapped. The training programs are grouped according to general training programs (CMTP) e.g. basic training for skill development and a number of industrial programs (CMITP) such as training on the job. Apprenticeship training is also funded by the federal government. Other government departments such as the Department of Regional and Economic Expansion are also involved in manpower programs.

The major mechanism involved in developing and implementing federal manpower training programs in Alberta is the Federal-Provincial Manpower Needs Committee. This committees and its various sub-committees develop the training programs in response to the "clients" identified by Canada Manpower Centres and various inputs from different federal and provincial government departments and committees which are active in the area of manpower training.

The remainder of this chapter has attempted to outline the manpower training policies of the provincial government and the ways in which these policies are implemented in the form of training programs. It can be seen that although the Provincial Manpower Needs Committee has an important role in determining a common approach to the development of manpower policies and training programs the co-ordination of manpower programs is largely the work of the Provincial Department of Manpower and Labour. The physical task of preparing the staff and facilities for training programs desired by the federal and the provincial government remains the domain of Advanced Education. In essence manpower training programs are implemented because of the close co-operation and efforts of Canada Manpower, Advanced Education and Manpower and Immigration. It has been interesting to note that even though the Federal-Provincial Manpower Needs Committee sets some constraints to the types of manpower training programs which the provincial government seeks to initiate the Department of Federal and Intergovernmental Affairs has a significant role in the co-ordination and continual review of any provincial program which is linked to or influenced by a federal program.

CHAPTER 7

ISSUES ASSOCIATED WITH THE IMPLEMENTATION OF MANPOWER TRAINING POLICIES IN ALBERTA

In the process of collecting the data on the various manpower policies, programs and the mechanisms that have been used to implement these policies a number of issues were identified. This chapter seeks to set out these issues as they were identified from the search of the literature, government documents, and the data collected by means of the interview schedule. The issues may reflect the biases of particular people,departments or governments, and in this sense they must be seen as areas of concern about which there is some degree of conflict.

This chapter identifies and analyzes the issues which have been reported in the data. In an effort to place some form of structure to the analysis of the issues they are reported in terms of the phases of the policy identification and issue analysis model described in Chapter 3 (Figure 8). The model included four phases.

Phase 1 issues are concerned with conflicts between national and regional requirements.

Phase 2 issues are concerned with conflicts between Federal and Alberta manpower training policies.

Phase 3 issues are concerned with conflicts between the Federal and Alberta mechanisms used in implementing manpower training programs.

Phase 4 issues are concerned with conflicts between Federal and Alberta training programs.

Issues may emerge between as well as within the various phases outlined above. To achieve a logical pattern for analysis the issues which arose in phases 1 and 2 of the model are described together. Phase 1 and 2 issues are interdependent because national and provincial requirements are reflected in the policies they each adopt. The analysis of issues identified within phases 3 and 4 will be discussed separately.

The following list represents a statement of each of the issues identied from the data. The first of the issue issues represents a Federal Government point of view. The remainder of the issues reflect provincial perceptions of manpower program needs.

1. Federal administration. According to some Department of Manpower and Immigration officials in Alberta there is a need to change the Prairie Regional Office structures so that officials in Alberta can satisfy the local manpower training requirements.

2. Manpower philosophy and policy. Although there is agreement between the Federal and Alberta Governments with regard to a human resources approach to the development of manpower policy there is a need to reconsider the social and economic emphasis which

each government is giving to is policies.

3. Federal-Provincial constitutional rights. There is a need to clarify the constitutional rights of the Federal and Alberta Governments in respect to the development of manpower training programs.

4. Manpower policies and planning. The relationship between manpower policies and planning and the programs which are in operation needs to be made clear so that an effective integrated approach to the development of programs can be established.

5. Client identification and selection. There is a need to alter the methods adopted for client identification and extend the criteria used to assess the eligibility of clients for selection in manpower training programs.

6. Training allowances. There is a need to remove the arbitary criteria used to allocate allowances with other sources of income support and incentive payments.

7. Counselling services. Because of the number and variety of government departments providing counselling services to clients or potential clients of manpower programs there is a need to integrate these services.

8. Financial arrangements. The "buyer-seller' relationship between the federal and provincial governments in regard to manpower training pruchases and the

accounting procedures adopted for these purchases need to be reviewed as they place restrictions on the development of manpower programs.

9. Job placement. There is a need to improve the way in which job placement services operate so that the dissemination of data on jobs and the placement service will be more effective and efficient.

10. Job creation. There is a need to review the use of job creation practices so that the potential of job creation as an instrument of manpower policy can be assessed.

11. Mobility. There is a need for more participation by the provinces in manpower mobility programs so that each of the provinces in conjunction with the federal government can benefit from these activities.

12. Training in industry. There is a need to co-ordinate existing federal and provincial industrial training programs so that the government programs complement rather than compete with each other.

The remainder of this chapter is devoted to an analysis of these issue statements and it makes use of the data obtained during this study. The way in which interview data is incorporated into the analysis is illustrated in Appendix G.

CANADIAN THESES
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THÈSES CANADIENNES
SUR MICROFICHE

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TITLE/TITRE

FEDERAL-PROVINCIAL MANPOWER
POLICIES...

I. ISSUES CONCERNED WITH CONFLICTS BETWEEN FEDERAL AND ALBERTA REQUIREMENTS AND POLICIES

Under this heading the issues centre on national and regional needs, manpower philosophy, constitutional rights of the federal and provincial governments and manpower policies, and planning.

National and Regional Needs

According to some Department of Manpower and Immigration officials in Alberta there is a need to change the Prairie Regional office structures so that officials in Alberta can satisfy the local manpower training requirements.

The federal government for administrative purposes has placed Alberta within the Prairie Region.

From the point of view of some federal manpower officials in Alberta the national or regional needs established for the Prairie Region do not reflect the training needs identified at the provincial level. For example, the needs of Saskatchewan for trained people in the potash industry may not be reflected in Alberta. The need for people in the hospitality industries in Alberta may not be shared by Saskatchewan. When national goals or policies are translated into regional or provincial needs there may be a number of discrepancies. To help avoid this situation the federal and provincial governments could establish integrated manpower policies based on the ideas of human resources development. Once these policies have an integrated approach then national and provincial priorities can be placed within a common framework. Federal and provincial programs which are expected to emerge from this approach can then be placed within some form of co-ordinated plan.

It appears that the Federal Government serves national needs through the various arrangements made under the Adult Occupational Training Act (AOT) and it serves regional needs through the work of Government Departments such as Regional and Economic Expansion. The provinces supplement the programs which emerge from these arrangements by means of their own programs.

Manpower Philosophy

Although there is agreement between the Federal and Alberta Governments with regard to a human resources approach to the development of manpower philosophy and policies there is a need to reconsider the social and economic emphasis which each government is giving to its policies.

In the development of a manpower philosophy and training policies the federal and the provincial governments though accepting similar value patterns with regard to the development of manpower policies in practice have placed their emphasis on different aspects. The federal and provincial governments have established economic and social goals for manpower training. The federal government through the programs it has developed particularly those associated with the AOT Act has concentrated on economic objectives. The Alberta government has been concerned with the social objectives rather than with taking a purely economic stance.

It appears that most of the issues associated with the philosophical basis of manpower training programs are dependent upon the emphasis the federal and provincial governments place on the goals of economic growth and equity. Although directly through legislation such as the AOT Act the federal government is concerned specifically with growth goals to increase the effectiveness and efficiency of the labour market, indirectly through other legislation and the functioning of other government departments and agencies the federal government has moved into the area of satisfying equity or social objectives. The work of the Departments of Regional and Economic Development, Indian Affairs, Health and Welfare, Manpower and Immigration as well as the Armed Forces in offering allowances for training and individual grants help to achieve social type objectives.

Even though the term human resources is used by the federal and provincial governments there are conflicts within the priorities which each has established.

Human resources development requires the successful working together of three basic components; formal education development, preparation for the labour market, and the continuing education of adults.

The manpower training process can be seen as part of a total life pattern continuing from the introduction of formal education at kindergarten till the end of life. It could be effective in allowing individuals to take advantage of opportunities and deal with problem situations, while they participate in the labour market. The efficiency of the training system and the opportunity for individuals to reach the limits of their potential are important as far as employability and social security are concerned.

The human resources approach could enable the fullest utilization (employment) of people within a free society. The objective as far as the individual is concerned is to be prepared for gainful employment, for effective functioning in the community and for the opportunity to enjoy the products of their efforts.

Human resources type concepts are stressing the future potential of the individual and thus speak not necessarily to present employment demands but to some future need even if the demand for specific jobs has yet to be created. If work is to be freely chosen rewarding and dependable for the social well-being and the fulfilment of individual aspirations then retraining for those with a secure job who want extra training is also a necessity. Human resources training must consider not only the unemployed but also the underemployed. If both the Federal and the Alberta governments are willing to reach common agreement on the nature and values associated with manpower policy then a more integrated or co-ordinated federal-provincial manpower policy can be developed.

In practice federal policy is concerned with attempting to mount specific skill programs to give people skills which are readily marketable in relation to existing demands. Federal manpower programs have been used to generate national economic goals and have attempted to alleviate counter-cyclical and seasonal unemployment.

Some of those interviewed suggested that when looking at unemployment it is difficult in making a policy decision whether to emphasize training or social assistance welfare programs to relieve economic stress. Increases in training may provide people with skills for which there are no positions available. On the other hand if welfare is increased the future may demand people when there are not sufficient people to meet the need.

It should be remembered that training is only one of the tools of manpower planning and should not be seen as an end in itself.

The Council of Ministers of Education Manpower Sub-Committee suggested that the question of the federal government developing a comprehensive manpower policy based on the central idea of human resources development is dependent on the provinces doing likewise. In the case of Alberta a policy statement has been developed but this has not been integrated within the total pattern of all government departments. For example, the Department of Advanced Education has a human resources outlook with regard to all adult education or training programs and some efforts have been made to show an integrated approach through the Provincial Manpower Needs Committee yet many of the Departments including Intergovernmental Affairs are not aware of the many types of individual programs which are being run indpendently of any total policy framework. Some of those interviewed suggested that this may be because money is allocated from different sources within the federal or provincial government or because different departments wish to develop their own independent programs. The Provincial Department of Manpower and Labour would like to extend its responsibilities for coordinating the various programs. It may be that these problems will be resolved as each government department establishes further links with the fairly new Departments of Advanced Education and Manpower and Labour.

Federal-Provincial Constitutional Rights

There is a need to clarify the constitutional rights of the Federal and Alberta Governments in respect to the development of manpower training programs.

The fact that the federal government has favoured economic objectives while the Alberta government has placed an increased emphasis on social goals may in part be due to the consitutional question of who is responsible for what in terms of manpower training. From a constitutional point of view if manpower training is seen as an educational activity then it is the responsibility of the province under section 93 of the BNA Act. This has to be contrasted with section 91 of the Act which gives the federal government responsibility for national development and "peace order and good government." The constitution issue is further clouded when section 92 of the Act gives the province responsibility for social welfare and local matters.

Some respondents suggested that it would be true to say that the intrusion of the federal government into education is being de-emphasized as the education of man is seen as a lifelong process. Following the basic schooling of each child there is no one type of training or educational pattern that is applicable to all people who are entering or who have entered the work force. The idea of splitting education and training based on the age of the student or type of training may become untenable and lifelong education could be viewed as a joint responsibility of both governments for the present or future workforce. The determination of policy and responsibility will be judged by both governments in terms of the level of government best suited to accept the problem, the range of services required and the age range or location of the client and his needs.

This could help to overcome the issues with regard to the federal government's legal right to "interfere" in educational training programs within a province and also the determining of federal and provincial jurisdictions in the area of manpower planning and training programs.

Manpower training from a federal or a provincial point of view cannot be seen purely as an economic, social, jurisdictional or educational issue. In the study papers (Section 11:228) prepared for the Manpower Programs Committee of the Council of Ministers of Education in 1972 the following suggestion was made to assist in the formulation of a policy position.

> Manpower training should not be viewed as just an instituionalized program of education designed to impart vocational skills on the population. Rather, it could be defined as a cluster of services which provide the individual with three basics: skill, information and mobility.

The real issue becomes where federal responsibility ends and where provincial responsibility begins. This demarkation line must vary from province to province and change according to the economic and social conditions of the time. The federal involvement will be influenced by the employment situation, the national and regional labour needs, the number of people who are seeking training and those who wish to upgrade the skills they already possess.

Manpower Policies and Planning

The relationship between manpower policies and planning and the programs which are in operation needs to be made clear so that an effective integrated approach to the development of programs can be established.

A total human resources approach to federal and provincial planning for manpower training programs should foster a closer link between the stated policies and the types of programs which emerge. At the moment it is difficult to associate goals of equity with the types of manpower training programs which are in operation under the agreements associated with the Adult Occupational Training Act. Most of the programs which have emerged have been directly related to the specific needs of the labour market. There is a need for the programs sponsored at the federal level to consider the desires of individuals who would like to upgrade the skills they have or who wish to be retrained for other types of vocations or professions. Planning should thus allow for more flexibility with regard to what kinds of people can be considered for manpower training and the kinds of courses for which they can be considered. In this regard the Federal-Provincial Manpower Needs Committee should be able to reflect the federal policies but be sufficiently autonomous to allocate resources to programs which meet provincial planning requirements or special needs if there happens to be a conflict of interest.

One aspect of planning which cannot be forgotten is that the private sector has been and still is active in the area of manpower training. Lack of planning and lack of knowledge of what programs are operated in private industry has in effect helped to create the duplication of established manpower training programs.

Table 6 has been extracted from the Summary Report of Study Papers prepared to assist in the formulation of a policy position on Manpower Training prepared for the Manpower Programs Committee of the Council of Ministers of Education in 1972 (1972:14-25). The duplication of services reported in Table 6 illustrates the lack of planning and co-ordination between the federal and provincial government departments and private industry.

Effective planning can only take place if all of the different agencies involved in developing manpower training programs are known and their programs taken into account as the federal and provincial governments attempt to establish their own annual manpower training agreements with each other and the various public and private agencies involved.

One further complication in planning and the spheres of its influence is the way in which manpower planning can

TABLE 6

EXAMPLES OF MANPOWER TRAINING ACTIVITIES AND SOCIAL SERVICES

FOR FISCAL YEAR 1969-1970

AGENCY	TYPE OF ACTIVITY	ACTIVITY OBJECTIVES	TRAINEE CHARACTERISTICS	PARTICIPANTS '000	EXPENDITURES $ million
FEDERAL					
Department of Manpower & Immigration	Adult Occupational Training	To train and retrain adult members of the labour force to increase their employability and earnings	Primarily semi-skilled adults, 75% male, 25% female	305	345.0
	Mobility Program	To assist workers to obtain employment or training by moving to another area.	Unemployed adults	50	5.9
	Capital Grants	Capital assistance to the province to construct and equip training facilities.			88.3
DREE	NEWSTART ARDA FRED	To assist in the economic development of slow growth regions by increasing employment and earnings opportunities.	Disadvantaged groups primarily in rural areas		6.1 27.2 24.5
Indian Affairs & Northern Development.	Education & Training	Educational, social and economic development of native peoples	Native peoples		45.2
	Education Capital Expenditures		Native peoples		14.5
	Promote Agricultural Natural Resource and Industrial Enterprises		Native peoples		9.1
	Social and Welfare Services		Native peoples		33.9
Health & Welfare	Family Allowance		Children under 16	6,865	560.0
	Youth Allowance	Extend family allowance to youths attending school	Youth 16-18	484	55.1
	Old Age & Disabled Allowances				1,737.5
	Family Assistance		Immigrant Children Under 18	27	2.8
	Canada Assistance Plan	Federal Payment of 50% of Provincial welfare service costs			294.3
Secretary of State	Fiscal Arrangements on Education costs	To assist in maintaining a high level of education	Elementary, secondary Post secondary	6,363	772.6

(cont'd)

TABLE 6 (cont'd)

EXAMPLES OF MANPOWER TRAINING ACTIVITIES AND SOCIAL SERVICES

FOR FISCAL YEAR 1969-1970

AGENCY	TYPE OF ACTIVITY	ACTIVITY OBJECTIVES	TRAINEE CHARACTERISTICS	PARTICIPANTS '000	EXPENDITURES $ million
PROVINCIAL					
Education		To provide for elementary secondary & post secondary education	Elementary, secondary Post secondary	5,784 579 6,363	4,332.3
Social Welfare	Social Service allowances	Provision of basic needs	Disabled, disadvantaged, and unemployed		3,074.1
[1]	Occupational Training	To provide training and assistance to those not covered by the OTA Act.			104.2[2]
[1]	Trade and Industrial Development	Increase economic development			57.4[3]
Labour	Apprenticeship Program	Ensure quality of training in certain skill areas	Youth - primarily under 25	48	
Trade & Commerce	Management & Supervisory Training	Assist business and industry to train high level personnel	Employed adults or small business owners	18	
[1]	Training-in-industry programs	To assist business & industry to maintain high level of skilled employees not eligible under OTA	Under-employed or unemployed adults	50	
PRIVATE SECTOR					
Business Colleges	Employment Skills	Training for profit motive	Fee paying youth & adults	17[4]	3.2
Trade Schools	Various trade skills	Training for profit motive	Fee paying	6[4]	
Business & Industry	Training activity includes trade & manual skills, language, safety & orientation, apprenticeship, management & supervisory	To adjust to technological changes and increase productivity and enable employees to be promoted to higher levels	Employees	388	

[1] Includes various provincial departments: Industry & Commerce, Labour, Natural Resources

[2] Includes over $21 million in capital expenditures

[3] It was not possible to break this figure down into provincial expenditures on the economic and social development of slow growth regions.

[4] Excludes Quebec.

Manpower Programs Committee of the Council of Minister of Education Study Papers (1972:14-15) be and should be integrated with other social and economic development plans. For example the policies within the areas of wage fixing, industrial relations, unemployment insurance, welfare and job skill regulation should all be considered when manpower policies and plans are being developed.

The Federal-Provincial Manpower Needs Committee has a key role in helping to attain an integrated approach to manpower planning and policy development. It requires greater autonomy and responsibility so that federal policy formation can be influenced by local and regional demands. This would also place pressure on the province to have a clearer picture of its manpower requirements, policies planning and implementation mechanisms.

At the National Conference of Manpower Ministers at Regina, in December of 1974 it was agreed that each province should "assume its full responsibility for formulating and implementing manpower policy."

The provinces need to know the manpower policies and planning strategies which the federal government is pursuing and what departments or agencies have established mechanisms for implementing these policies. The province of Alberta needs to have the Provincial Department of Manpower and Labour as a more informed and active participant in co-ordinating data on federal programs and mechanisms and also on the various manpower training activities being undertaken by the various provincial departments and private industry. For example the federal government in pursuing national goals functions directly with local industry in establishing industry based training. The initial contact is made with the concurrence of the Provincial Department of Manpower and Labour. Following the initial contact there is little or no co-ordination between the federal and provincial governments on the outcome of the program. Because of this it is possible for federal programs to run independently of local or regional needs and in fact in opposition to the provincially identified need of a particular labour sector.

The objective should be for a co-ordinated federal-provincial outlook on manpower training policies which allows the goals of economic growth stability and equity to exist but which allows for the development of a sufficient variety of activities which will meet the needs of most individuals without forcing people to fit the economic requirements alone.

II. ISSUES CONCERNED WITH THE IMPLEMENTATION OF MANPOWER POLICIES

The issues which have emerged from the data-collection with regard to the mechanisms used to implement manpower training programs have focussed on client identification, selection, allowances, and or counselling. Program funding arrangements also have created conflict.

Client Identification and Selection

There is a need to alter the methods adopted for client identification and extend the criteria used to assess the eligibility of clients for selection in manpower training programs.

The clientele of manpower programs can be divided into two groups whether they receive their training in the public or the private sector. The first group are those who are receiving training for the first time and the second group are those who are involved in retraining after an absence from the labour force or because of job displacement.

Those who are considered ineligible for manpower training are those who because of location, education, history of labour force participation, or because of general social and economic conditions are not capable of receiving or benefitting from training as it is presently structured.

The size of and the composition of the target population or clientele being sought will vary depending on the objectives being pursued. When economic objectives alone are being sought the emphasis on selection will be on those potential trainees who would yield the largest net benefits to the economy. The trainees selected in this case would not necessarily come from amongst the unemployed or underemployed. An emphasis on equity, on the other hand, would lead to the selection of trainees who it is expected most need the training, regardless of the significance of their contribution to the economic growth of the country.

Manpower training must be considered in part as one of the variety of social services available to people who need assistance to enter or re-enter the labour force. It should not be considered as an alternate method of providing unemployment insurance. However, not all people on unemployment insurance would benefit from some form of training or are in need of it. Manpower officials suggested that some of the people registered for unemployment are claimants on a seasonal basis or are just having a break from regular work and because of this it is difficult to determine the true clientele for manpower programs from those registered as unemployed.

One of the issues associated with the clientele of manpower programs is the identification of the boundaries of classification for those who should be the intended recipients of the programs. Even when boundaries are set priorities must be established for groups such as the unemployed, the underemployed, the disadvantaged (which includes physical, social, geographic or educational disadvantages), those not participating in the labour force, those on unemployment insurance and those inappropriately employed.

One of the general problems of the two governments and many government departments involved in the training process is the fact that some artificial barriers can be created which can limit an individual's access to training. Because there are many agencies involved in identifying or assisting prospective clients and little co-ordination some people are not assisted because it is felt that some other agency or department is involved in their welfare. Some officials suggested that the converse is also true, that some people or groups of people are obtaining assistance from a variety of government sources.

The provincial government may forego any form of training program if the clients are obtained through immigration, migration or are moved within Canada to the source of need by means of some form of mobility program. However after fulfilling the residential requirement some of these people may be placed in a training program.

It can be seen that there are difficulties in defining the types of people who are included within the boundaries of a manpower training clientele. The boundaries will change depending on the needs to be met, the numbers of clients who are available, the resources which can be allocated at any one time and the mandate of the agencies involved.

At the moment manpower training programs provided by the federal and provincial governments and the private sector appear to be designed to meet the needs of different client groups. In practice federal manpower training programs established under the Adult Occupational Training Act appear to cater to those individuals who show the highest post training employment potential without additional training. This is borne out in the fact that the majority (55%) of trainees (Table 7) come from an educational level of between grades 8 and 11 and over a third have the background of skilled tradesmen.

Alberta Manpower and Labour seems to have focussed on providing manpower training services for clientele who have not been provided for under the federal agreements. Manpower and Labour does not mount many of its own training programs. Their major involvement is in the areas of co-ordinating and servicing manpower activities within Alberta.

It is the Department of Advanced Education through their Alberta Vocational Training Program that is able to provide institutional training programs for the majority of people who at present are unacceptable or not eligible for Canada Manpower training programs. In this way Advanced Education can provide supplementary or complementary training programs so that Alberta citizens can obtain training. For example people who could not manage academic upgrading within the 52 week limit set by Canada Manpower can be enrolled in Alberta Vocational Training programs.

At the moment the federal government through its Manpower Centres has the responsibility for the selection of clients for training programs instituted under the AOT Act. This has created problems for Provincial authorities whose manpower requirements cannot be met at the client selection stage because Canada Manpower Centres select clients on the basis of federal requirements. This type of problem can be resolved if federal administrative structures are allowed to adopt more of a local or provincial stance to the recruitment of clients for manpower training programs and the provincial authorities are given the opportunity to become more involved in the selection and counselling of the potential client.

Training Allowances

There is a need to remove the arbitary criteria used to allocate allowances and integrate the allowances with other sources of income support and incentive payments.

Clients involved in manpower training programs are eligible for the payment of training allowances. A number of administrative problems have emerged in the allocation of allowances. These include determining the purpose of the allowance; assessing the eligibility of the client for assistance; co-ordinating the variety of ways in which a client can obtain an allowance and reducing the social discrimination between those in training who are obtaining allowances and those who are taking training as private students.

A determination needs to be made as to the purpose of the training allowance which is paid to manpower students under the Canada Manpower Training Program (CMTP). The question is whether or not the training allowance should be

TABLE 7

FULL-TIME TRAINEES IN PUBLIC INSTITUTIONS UNDER OTA

GENERAL PURCHASE AGREEMENTS - NON-APPRENTICE 1969-1970

EDUCATIONAL LEVEL AS A PERCENTAGE OF PROVINCIAL TOTALS

	Nfld.	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Yukon & N.W.T.	Canada
Did Not Complete Primary (1-7)												
Male	24.9	30.2	33.6	40.5	31.8	9.6	19.3	9.4	7.3	6.0	22.5	22.3
Female	1.1	3.1	4.9	2.9	6.7	2.7	3.9	2.4	1.4	1.3	7.1	4.4
Total	26.0	33.3	38.5	43.4	38.5	12.3	23.2	11.8	8.7	7.3	29.6	26.7
Completed Primary But No Secondary (8)												
Male	26.5	23.0	22.1	14.3	10.6	16.1	19.3	20.7	10.9	12.7	15.3	14.4
Female	1.2	2.8	3.2	2.2	3.6	6.1	6.2	6.1	3.7	3.2	5.2	4.3
Total	27.7	25.8	25.3	16.5	14.2	22.2	25.5	26.8	14.6	15.9	20.5	18.7
Some Secondary, But Did Not Complete (9-11)												
Male	39.9	28.0	28.2	24.2	29.5	34.5	29.7	38.7	36.6	36.2	29.4	31.9
Female	5.6	7.7	4.7	6.7	12.0	16.4	12.7	12.5	23.8	13.3	8.6	13.0
Total	45.5	35.7	32.9	30.9	41.5	50.9	42.4	51.2	60.4	49.5	38.0	44.9
Completed Secondary But No University (12-13)												
Male	0.4	4.1	2.0	6.6	2.2	6.8	4.7	6.1	6.4	16.1	6.7	4.7
Female	0.2	0.9	0.4	2.3	1.4	4.8	2.3	3.2	7.3	8.2	3.9	2.9
Total	0.6	5.0	2.4	8.9	3.6	11.6	7.0	9.3	13.7	24.3	10.6	7.6
Some University or other Post-Secondary (14+)												
Male	0.1	1.9	0.6	0.3	1.3	1.7	1.0	0.5	1.8	2.0	0.2	1.3
Female	*	-	0.1	*	0.7	1.2	0.6	0.2	0.6	0.9	1.1	0.8
Total	0.1	1.9	0.7	0.3	2.0	2.9	1.6	0.7	2.4	2.9	1.3	2.1
Total												
Male	91.8	85.4	86.6	85.9	75.4	68.7	74.2	75.5	63.1	73.0	74.1	74.6
Female	8.2	14.5	13.4	14.1	24.6	31.3	25.8	24.5	36.9	27.0	25.9	25.4
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Manpower Program Committee of the Council of Ministers of Education Study Papers (1972) viewed as a living allowance, a supplement to unemployment insurance or as an incentive allowance to encourage people to undertake training as part of the Canada Manpower Training Program. For example with the introduction of short term management courses for farmers who were self-employed by the Department of Agriculture under the sponsorship of a Canada Manpower Program, training allowances were paid. Under normal circumstances agricultural type courses arranged by the Department of Agriculture do not include allowances According to a respondent from the Department of Agriculture some of the farmers suggested they were not eligible for the allowance and did not accept it. This created a problem and in succeeding courses all farmers involved in the training programs were paid.

Farmers who are self-employed as most are, pose an interesting problem when they wish to be considered for manpower training programs. Manpower training in general, is geared to those who are out of a job and who are not owners of a business or self-employed. The manpower training programs are structured to meet the labour needs of someone employing labour or wanting employment not the needs of the self-employed. If employers are free to benefit from manpower programs through having assistance in the training of their staff why shouldn't the self-employed shopkeeper and the farmer be able to obtain the same privileges for himself. The Department of Advanced Education does operate some special courses designed for owners or operators of small businesses. However allowances are not paid.

The eligibility of the client for training allowance and the social discrimination which can occur in a training institution because of some people receiving an allowance and some not, can be treated as a single issue. The determination of the eligibility on which a client for a manpower training program can be paid an allowance has become a complicated affair.

In the case of Canada Manpower once a person has been accepted for training the maximum allowance is paid automatically. Under the Alberta Vocational Training Program the extent of the allowance (if one is paid) will vary depending upon the need of the individual.

One major problem with the area of the awarding of allowances is the variety of sources from which a prospective client for a manpower type program can obtain assistance. Albertans who are socially, economically, geographically or educationally disadvantaged and those who are physically or mentally disabled can be eligible to receive some form of financial assistance to undertake manpower training. The public need more guidance in how to apply and where to go for advice regarding manpower training and allowances. One respondent said that he had had adults who had been to as many as seventeen different agencies before reaching his office.

There is a need to co-ordinate the sources of assistance so that some students do not obtain assistance from more than one area and also to allow the government agencies involved to adopt a common approach to assistance for manpower training. The Interdepartmental Adult Student Aid Committee is a move in the right direction.

The co-ordination in the main involves greater communication between the departments of Manpower and Immigration, Manpower and Labour, Agriculture, Health and Social Development and Advanced Education. It may be possible for the training authority in this case the Department of Advanced Eudcation to be responsible for seeing that some form of integrated approach is adopted for resolving this problem and for co-ordinating the distribution of training allowances through the Provincial Manpower Needs Committee or the Student Finance Board. In this way clients will not have the advantage of being able to select their allowances from such a wide variety of sources and different government departments will not be competing amongst themselves in the handing out of allowances.

As various federal and provincial departments are involved in manpower training programs different government agencies may have the same clientele without being aware of it. Unless this fragmentation is controlled it is difficult to know who is being catered for. When a co-ordinated set of procedures are adopted for selecting clients for manpower programs there may be a rationalization of some of the facilities and programs which have been developed by the government and private authorities.

Counselling Services

Because of the number and variety of government departments providing counselling services to clients or potential clients of manpower programs there is a need to integrate these services.

The counselling of potential manpower training clients is an area of possible confusion. Canada Manpower at the moment selects, counsels, decides on the training courses and places the client into a training program. The counselling service provided by a Canada Manpower Centre is a carry-over and advancement on what existed under the National Employment Service. The counselling is mainly concerned with matching the client with the training required to meet a job which could be available when the client has completed the required training period.

A number of other government departments at the provincial level are concerned with client welfare in the form of counselling services. The provincial departments see themselves as the responsible agencies for the ongoing welfare of a citizen who is part of the province. It is thought that the federal government does not have the resources or the jurisdiction at the provincial level to meet the ongoing needs of the individual who is in need of some form of manpower counselling. At times the student may require counselling in areas such as marriage guidance or financial guidance assistance.

The Department of Health and Social Development provides a counselling service at the local level through its rehabilitation services. The Department of Agriculture through its regional officers provides Canada Manpower with referrals for training. The Department of Advanced Education through its districts co-ordinators and its Vocational Counselling and Guidances services provide potential manpower training program clients with accurate information on the nature of different vocations and training opportunities. The Department of Manpower and Labour on the other hand through its centralized career placement services, its field officers concerned with apprenticeship and the newly established experimental centre at Lethbridge helps possible clients to obtain information on various types of careers.

It can be seen that there is potential if not indeed a considerable amount of overlap in the area of counselling. Because career counselling is an ongoing process which could involve seeking out people as well as continued interaction with the client over a considerable length of time and may require the use of a variety of social services it seems logical that the area of counselling become an integrated provincial service co-ordinated by the Provincial Department of Manpower and

Labour through its career planning branch. In this way the counselling services of the various departments mentioned previously are not changed but the responsibility for the co-ordination of federal and provincial manpower counselling is handed to one department.

Financial Arrangements and the Purchase of Manpower Training Programs

The "buyer-seller" relationship between the federal and provincial governments in regard to manpower training purchases and the accounting procedures adopted for these purchases need to be reviewed as they place restrictions on the development of manpower programs.

For some of the provincial respondents, training is seen as part of the educational process which may extend from pre-school till death and because of this it is seen constitutionally as a provincial responsibility. If this is generally accpeted then the province would expect to have control of the resources necessary to meet these needs, whether they are identified at the national, regional or local level. This is stated according to one respondent from Manpower and Labour in the following way:

> Since the Province constitutionally has jurisdiction over training it should also have the financial ability to implement the required training. (After determining the training needs and priorities in conjunction with the planning staff of Canada Manpower and Advanced Education). The Province, through the budgetary process, would determine the ability to meet the identified needs and mount the appropriate training programs.

If the province could resolve the issue of responsibility for client identification and final decision with regard to the mounting of specific training programs it would also resolve the issue with regard to the "buyer-seller" relationship and the ninety percent rule.

The Adult Occupational Training Act with its purchase arrangement imposes a "buyer-seller" relationship between the federal and provincial governments in regard to training purchases. According to the provincial viewpoint:

> The basic nature of this arrangement has led to a distortion of procedures which tend to place the federal authorities in the dominant position both in terms of fiscal control and program assessment. In actual fact, it is the provincial authorities who have the responsibility for the programs as well as the expertise for their assessment. If the duplication in this area could be removed, economies could be realized and local administrators made more effective. Because the service is provided at cost by the provinces, there is no necessity for federal dominance in the process of funding the programs. It is a simple matter of dollars available, and programs needed, both in reasonable relationship to employment demands. At the moment, the respective roles of the provincial and federal authorities are confused, towards an unworkable duality of authority.

Because the federal government acts as the "purchaser of seats" the provincial government respondents saw themselves as dependent upon the federal interpretation

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Extracted from proposals prepared by the Canadian Council of Ministers of Education, to the Federal Minister of Manpower and Immigration 1973).

of the manpower training needs within the province. This arrangement has pre-disposed the training programs to training clients according to national rather than local demands. Because of this the training programs are not effective in meeting the total needs of those seeking training, and provincial programs such as the Alberta Vocational Training Program have continued to operate. It can be argued that the responsibility for understanding the total needs of the individual in terms of training, education, social and counselling services rests with provincial authorities. Because of this the province can provide the most realistic base for understanding and counselling the individual in terms of manpower training and local job demands.

Under the "buyer-seller" arrangement the federal government has reduced the ability of the provincial government to introduce change in the existing system because they are forced to assume a service function rather than one of managers of manpower programs.. Because of this Alberta sees itself as a minor participant in the planning and priority setting of training purchases. According to a report tabled at the meeting of Manpower Ministers at Regina in 197[illegible].

> The buyer-seller relationship in manpower training unilaterally imposed by the federal government in 1967, has proven to be unworkable and disruptive to comprehensive manpower policies

As part of the General Purchase Agreement, the federal government guarantees to purchase ninety percent of the institutional training days purchased in the previous year. This at first appeared to be a fair arrangement to federal and provincial authorities. Although manpower funds are the major source of money for some institutions in provinces other than Alberta (e.g.The Pas in Manitoba), in Alberta manpower training is seen as an integral part of the college program but not essential to the continued operation of the institution.

The system tends to place the onus on Canada Manpower to take out the highest aggregate number of training days for the dollars available. This procedure tends to eliminate some courses which have high priority but are more expensive than others. It also seems to pressure provincial authorities into expending every dollar they can whether it is in the best interests of the client or the province.

In the view of both the Federal and Alberta Governments it is not wise to have funds without the flexibility to use them in the interests of the clients for whom they are meant. The restricted application of funds would also influence the availability of training places for the disadvantaged.

Because of the fact that training purchases are made from various institutions throughout the province the training and course costs vary from institution to institution. The costs not only vary according to the specific subject but also according to the instituion. For example, course costs at Fairview College will be higher than those for a similar couse at the Northern Alberta Institute of Technology (N.A.I.T.) in Edmonton. Thus the federal government if it wishes to reduce costs even though complying with the ninety percent rule may select to accept courses at particular institutions because the institutional costs are lower. For example, some manpower training courses though arranged for Fairview College were transferred to Edmonton because the courses were cheaper. This not only placed restraints on the planning of the Department of Advanced Education but it also meant that clients for the course were required to move from home to attend the course. This also meant that training allowances paid people in the courses were not used within the Fairview community.

The ninety percent rule is further aggravated by the fact that many of the manpower training courses are expensive to mount regardless of where they are arranged. For example, any of the heavy equipment operation courses are very expensive to stage. Because of these difficulties many of the provincial respondents particularly those from the Department of Advanced Education saw a need to dispense with the ninety percent rule and to establish different criteria for establishing training costs. It must be remembered, however, that although the Federal Government has the right to enforce the ninety percent rule as yet the overall purchases have not fallen below these figures. It is the possible threat of the ninety percent rule to provincial planning procedures rather than what is actually happening that is the issue. If the ninety percent rule is abandoned and the provincial government is able to create more training days without budget changes then the institutions will not only benefit in training volume but more money will become available to the province and to local communities through the distribution of training allowances.

Some of the Alberta respondents see the 52 week limitation posed on training courses by the AOT Act as a constraint on the types of people who can be selected for training. This arrangement does not account for individual needs or differences. The one year limit tends to force selection of those people requiring the shortest training program time and tends to leave behind those with the most severe training needs. This includes the disadvantaged groups who may require extended instruction periods to bring them to a level where they can benefit from the regular Canada Manpower Training programs.

The amount of money allocated to manpower training by the federal government and the way in which it is distributed in different forms is a matter of concern to some of the respondents. As the way in which the money is allocated by the federal government influences the direction manpower training programs will take at the regional and local levels there needs to be closer co-operation between the federal and provincial governments so that a more integrated approach may be adopted to the planning process.

The Federal-Provincial Manpower Needs Committee does not know what money will be allocated or what criteria are used in the allocation of manpower money by the federal government until the money is allocated. The Federal-Provincial Manpower Needs Committee needs to have greater authority over the way in which money provided by the federal government is allocated to training programs within the province.

There also needs to be some means of co-ordinating the activities of the federal and provincial departments who receive finance for what could be termed manpower training activities. Although most of the money for manpower training programs is derived from the federal government through the AOT Act agreements money is also allocated through the Agricultural Manpower Agreements, the Department of Regional and Economic Expansion and some provincial sources other than Manpower and Labour (e.g. Health and Social Development). The various financial sources require some form of integration and the programs which emerge co-ordination so that a more comprehensive approach to the area of manpower planning and program development can be achieved.

Some respondents are concerned with the accounting procedures associated with the reconciliation of the cost of training programs and the yearly agreements used with the

AOT Act. Although the federal government payments for manpower training programs are paid for on a monthly cash flow from the federal government to Advanced Education the final reconciliation in terms of places taken at the various institutions (private and public) has become a complicated matter. Because of the differences in institutional and course costs throughout the province the reconciliation procedures have become a long and drawn out affair. For example, the accounts concerned with course costs for 1971 have still not been finalized. Some respondents feel that the Federal government should allocate the funds for training directly to the provincial government and through the work of the committees responsible for the establishment of the annual training programs the money for any one year be allocated and used up according to the criteria which are accepted.

This arrangement would not only solve the accounting problems but also allow the provincial government to have in advance a reasonable estimate of the amount of money it could expect to receive within a planning period. Without the money being allocated federally to specific programs the more likely committees such as the Federal Provincial Manpower Needs Committee will have an opportunity to operate with some effectiveness in creating provincial programs which reflect local needs yet conform to the framework established or desired by the federal government.

It is interesting to note that respondents from federal departments concerned with manpower training did not see any real issues in the procedures used in implementing manpower programs except for a few minor inter-departmental jealousies. The only issue of any consequence related to the office of the federal Department of Manpower and Immigration in Alberta, the Regional office at Winnipeg and the administration in Ottawa. It appears that the criteria used by the Prairie Regional Office in submitting the proposed annual manpower training programs to Ottawa for approval are not clear. The criteria used by the administration in Ottawa as to the allocation of funds for the training programs for each of the manpower regions across Canada is also unclear. This has meant that the Alberta Office of Manpower and Immigration in submitting the training programs adopted by the Federal-Provincial Manpower Needs Committee through the Prairies Regional Office to Ottawa is unsure of the criteria which will be used in the approval and dispersal of funds to each of the provinces.

III. ISSUES CONCERNED WITH THE OPERATION OF EXISTING MANPOWER SERVICES AND PROGRAMS

Under this heading the issues which have emerged in the operation of specific manpower services and programs are discussed. Problems have arisen with regard to job placement, job creation, mobility.

Job Placement

There is a need to improve the way in which job placement services operate so that the dissemination of data on jobs and the placement service will be more effective and efficient.

Because of the intricacies of the labour market some people do not know how or where to look for work which involves the skills they may have. Both the federal and provincial governments are involved in the task of job placement. This is carried out as part of their counselling arrangements, either through their departments of manpower or social development. Effective job placement is seen by some respondents as important in reducing the number of people applying or making use of social assistance payments. Applications for job placement can also influence the number of people applying for entry into manpower training programs. Some people because of their background are counselled into undertaking some form of skill training before entering or re-entering the labour market.

Although job placement services operate at both the federal and provincial levels there is little co-ordination between the various authorities who provide the data on which an efficient job placement service can be applied. The use of a common information systems approach would allow for a more efficient use of the data which becomes available.

The fragmented approach to the development of an effective data bank on job vacancies is seen by both federal and provincial respondents to be important. At the moment Canada Manpower, The Alberta Department of Manpower and Labour and other provincial government departments such as Industry and Commerce each have their own methods of obtaining data on the activity of the present and future labour markets, at the national or local level. Although departments such as Industry and Commerce may be dealing with future developments in the province which because of political expediency must not be publicized there is still room for a more co-ordinated approach on the part of government departments in the development of valuable market information. Information on jobs must be available through some form of central agency or data bank system. A more active approach must also be obtained in locating current job listings. This means co-operation between the various federal and provincial government departments and agencies as well as the various industries and unions involved in the national and local labour market. In this way a more realistic use of an information service will eventuate. At present the majority of listings are concerned with marginal type jobs.

The dissemination of accurate current information on labour market demands and supply will influence the efficiency with which jobs and workers are matched. If the placement service is not able to function effectively it will reduce the potential economic efficiency of the labour market and place excessive strain on the other services which are meant to help the market such as the mobility or training programs.

A placement service not only involves staff located at a focal point to which people wishing employment or a change in employment can come but also involvement in the community to help solve the total employment problems of that particular region.

The present system of placement needs to be modified so that the individual seeking a job can do so with a minimum of delay and inconvenience. This will help people who can get access to placement information centres. There are, however, groups of people who cannot reach the placement centres and these must be sought out and given special attention. These groups include the socially and culturally disadvantaged, the "hard core" unemployed, some of those in the over 45 age bracket, in penal institutions and those in geographically isolated places.

In the opinion of some of the provincial and federal respondents the responsibility for an efficient information and placement service should rest with the federal Department of Manpower and Immigration. It was felt that because the federal government was concerned with immigration, mobility programs, and collected data on the national labour market needs it was the logical agency to provide this type of service. It was also implied that the provincial government should accept the task of assisting the federal government to obtain accurate and up-to-date information on the local or regional labour market needs for job information and placement requirements.

Job Creation

There is a need to review the use of job creation practices so that the potential of job creation as an instrument of manpower policy can be assessed.

Job creation is a possible tool of manpower operations if the aggregate opportunities for jobs do not exist. It is one of the manpower methods which can prove useful in resolving labour problems which cannot be solved through training, placement procedures or any other technique. For example, training can be used as a method of absorbing excessive labour. Short term programs such as S.T.E.P. and P.E.P. are also used to solve immediate or temporary problems.

However in times of industrial recession or economic depression the government and the private sector may create various types of jobs so that people can remain active in the labour force. The government may use or create jobs as a manpower technique to absorb people whose skills or jobs have become obsolete through automation or because there are too many trained in a particular skill for the market. It may also be used where the government wishes to encourage the development of certain industries. Monetary techniques such as changes in interest rates, changes in tax rates and direct subsidies to industry may also be used to preserve or create jobs.

Then job creation is the result of market predictions it should be foreshadowed by some form of training program to enable people within the area to gain the necessary skills for the new jobs. In this sense job creation should be linked to an integrated approach to manpower planning and fit into the long term social and economic needs of the Federal and Provincial governments. However, because job creation at the moment is in essence being used as a supplementary strategy to the fiscal and monetary strategies of general economic policy further experimentation and evaluation are necessary before it can be considered as an instrument for typical use within manpower policy.

Mobility

There is a need for more participation by the provinces in manpower mobility programs so that each of the provinces in conjunction with the federal government can benefit from these activities.

The mobility program assists in the transfer of workers to a place suited to their wishes and where the skills they possess and the manpower requirements for the particular region can be matched. This service can be seen as an extension of the placement or immigration procedure or as a special manpower technique in its own right.

Canada is a large country with many areas of sparse development which help to split the country up into a number of distinct labour market regions or areas.

Because of this the Federal and Provincial Governments on the basis of economic and social grounds can pursue a policy of mobilizing manpower from various parts of the country or through immigration to help bring individuals with specific skills to areas where these skills are in demand for short term or extended periods.

The Province of Alberta and the Prairie Region as a whole are inhibited in developing mobility programs because of their geographic location. It was reported by some provincial officials that some immigrants who sought work in Alberta changed their minds when they were able to obtain work in the larger labour markets close to their point of entry into the country (e.g. Vancouver and Montreal).

The amount of labour and funds available for this approach is solving manpower shortages will directly or indirectly influence the extent and types of training programs which are required for any one region. For example the use of mobility programs to solve the needs of the tourist industry in the Banff-Jasper area may reduce the need to train people for these position.

Training in Industry.

There is a need to co-ordinate existing federal and provincial industrial training programs so that the government programs complement rather than compete with each other.

In the training arranged as part of training in industry program, Alberta Manpower and Labour officials have raised some issues. One of the issues with regard to training in industry is that the Federal Government after agreeing with an industry to supply funds for a program then asks the industry to contact provincial manpower officials for approval of the training on "pedagogical" grounds. This places the Provincial Government in the position of either rubber stamping the Federal decision or opposing the program.

There also is concern over the Federal Government's direct access to industry in the development of industrial based training programs. Some of the provincial respondents see the Federal involvement in this type of training as a subsidy to employers rather than as a means of manpower training.

The provincial authorities accept it as legitimate for the Federal Government to become involved in industry based training but they are concerned with the fact that there seems to be little co-ordination between the federal and provincial programs. The Provincial Government through its own on the job training programs and the short term programs such as S.T.E.P., P.E.P., and agricultural manpower programs does provide support for employers and clients seeking non-institutional type training.

Some officials suggested that regardless of whether the Federal or the Provincial Government provides the financial support the development of industry based training should be co-ordinated through the provincial Department of Manpower and Labour and linked with the supportive services of other departments such as Health and Social Development.

IV. SUMMARY

The issues associated with the implementation of manpower policies in Alberta identified from the data were discussed within the conceptual framework devised for issue analysis.

In comparing national, regional, and Alberta manpower requirements and policies it was shown that the issues revolved around conflicts over national and provincial needs, manpower philosophy, constitutional rights and planning processes.

The Federal Government sought to satisfy its national requirements for manpower through the various arrangements made under the Adult Occupational Training Act. Because these arrangements did not always meet the needs of Alberta the province supplemented these arrangements with its own programs.

Federal and Provincial manpower departments have accepted economic and social goals as the basis of their training program policies. There has been a conflict of values because national policies place emphasis on economic growth goals while in Alberta the policies place stress on social goals and the need for equity. Even though both governments accepted the human resources outlook on manpower policy development there has been a need to foster close links so that a more co-ordinated human resources approach to federal-provincial manpower policy could develop.

The constitutional right of the federal government to introduce manpower training programs with the legal framework of the British North America Act has still not been challenged. However it has influenced the way in which training programs have been introduced and the emphasis on "skill development."

In an effort to co-ordinate and integrate the various federal and provincial manpower programs and adopt a planned approach to manpower programs the provinces should be aware of the manpower policies and planning strategies which the federal government is pursuing. The provinces should also have a clearer picture of their own manpower requirements and be willing to accept a more prominent role in the formulation of policies and manpower planning activities.

In the implementation phase of manpower training policies a number of issues emerged. These issues were concerned with the identification and selection of people for training, counselling services and the funding procedures for the manpower programs as they are put into operation.

The federal government through its Canada Manpower Centres has been responsible for the identification and selection of clients for training. Even though a number of federal and provincial departments may have helped in the identification of potential clients in need of training the selection was based on the criteria established under the Adult Occupational Training Act. As many of the potential candidates for training have not met these requirements the Alberta government was forced to mount its own vocational training programs to complement or supplement those of the federal government.

The federal government provided a manpower counselling service which was primarily concerned with matching people with available jobs or placing people into Canada Manpower Training Programs. The Department of Advanced Education had a counselling service which was geared to helping with the educational needs of people. This service helped to place people in training programs. The Department of Manpower and Labour had a Career Planning Counselling Service which was able to acquaint people with information about careers. The Department of Health and Welfare also had a counselling service. Because there was little integration amongst these services there was conflict as to what role each should play in identifying and helping people in need of manpower counselling.

The federal governments funding of manpower training programs based on the number of seats or training days purchased in any one year has produced some issues. The picture is further complicated by the ninety percent rule under which the federal government was obliged to purchase at least ninety percent of the training places it purchased in the previous year. As institutional and course costs within Alberta vary from institution to institution Canada Manpower was able to purchase seats for less expensive courses at institutions where the course costs were cheaper. The accounting procedures which were necessary to bring the accounts to audit were complicated and slow to process.

The issues which have arisen between the different manpower services and programs in operation have been in the area of job placement and creation, mobility programs and training in industry.

An efficient job placement service is dependent upon the co-operation of industry, the various federal and provincial government departments involved and the maintenance of an accurate up-to-date data bank. At the moment there is a need for greater co-ordination between the various authorities who provide the data on which an efficient job placement service can be based.

Job creation is a useful tool for use in conjunction with manpower policy. Job creation can occur as the result of changes in government monetary policy or fiscal arrangements. Although in the past it has occurred as the result of adverse economic conditions, it requires further experimentation and evaluation as an instrument of manpower policy before it replaces fiscal arrangements and monetary policy strategies.

Training in industry programs were operated by the federal and provincial governments. Because of the procedures used for introducing training in industry programs conflict arose between Canada Manpower and the Department of Manpower and Labour. There is a need for co-ordination of programs and better communication between the two departments if the issue is to be resolved.

With the exception of organizational and communication problems between the Alberta office of the Department of Manpower and Immigration and the central administration in Ottawa the federal respondents did not identify any major issues in the implementation of federal Manpower and Labour and various other provincial officials expressed a view on a number of issues.

CHAPTER 8

SUMMARY, CONCLUSIONS, COMMENTARY AND RECOMMENDATIONS

This final chapter includes a summary of the purposes of the study, the design and methodology, overview of the findings, the implications suggested from the data analysis together with some recommendations which have been drawn from the study.

I. SUMMARY

Purpose of the Study

This study was concerned primarily with examining the existing Federal and Alberta manpower policies, highlighting those which were concerned with manpower training, identifying the mechanisms used in implementing these policies and then from the data collected making an analysis of the issues which emerged. With these purposes in mind the study was broken up into the following parts:

1. A brief outline of the historical background to the development of federal and Alberta manpower policies;
2. An examination of the existing Federal and Alberta manpower policies as expressed in official documents or used as part of the departmental procedures;
3. The identification of the various mechanisms used at the Federal, Alberta and Federal-Provincial levels to implement the training programs which emerge from these training policies;

4. An analysis of the various issues which have emerged as a result of the intergovernmental and interdepartmental mechanisms which have been used in developing the various manpower training programs.

Design and Methodology

The conceptual framework used for this study was chosen following the review of a number of policy models and the theory associated with the implementation of policies within government and large organizations. It was found that few of the policy models were concerned with the implementation phase of policy. As a result of this the general systems model was blended with some of the concepts identified in policy theory and a conceptual framework was devised. Two conceptual models were developed for use with the study. The first was concerned with policy implementation (Figure 7). This framework formed the basis on which the interview schedule was developed and it gave the study its direction and points of focus. Although a summary of the data was given in terms of the model, because of the complex nature of the area studied and the data collected it was found more meaningful to report the data in the form of a synthesis.

(Figure 8) was used to provide a framework for identifying and reporting the data on issues that arose in the federal and provincial manpower policies, their implementation and the programs which have been developed. This model proved valuable for the identification and reporting of issues. However the phases were not discreet enough and some of the issues could have been reported in more than one phase. Because of this Phases 1 and 2 were grouped together in the report of the data.

This study because of its exploratory nature was classified as survey type research. This has meant that the collection of data has been extensive and cross-sectional rather than intensive and longitudinal. Initially data were collected from documentary sources and by means of preliminary discussions with officials from federal and provincial government departments who were known to be concerned with manpower training.

The majority of the data were collected using the interview schedule. As well as answering the items in the schedule the respondents provided the researcher with a great deal of documentary evidence in the form of reports, files and correspondence. It was found that some of the items were not relevant to each of the people being interviewed. Because of this it was not possible to obtain meaningful frequency counts or use statistical type methods to interpret the data which were obtained. Even though this was not possible it was still valuable to group the data in terms of the following general headings which were used in the interview schedule.

A. Historical antecedents to the formation of the departments of manpower at the federal and provincial levels of government.

B. An overview of the development of manpower training program policies at the federal and provincial levels.

C. An examination of the existing manpower training program policies at the federal and provincial levels.

D. The identification of the various mechanisms used to implement federal and provincial manpower training program policies.

E. Current areas of concern or issues emanating from dysfunctions between or within federal and provincial training policies or because of the mechanisms used to implement these policies.

The fact that respondents were resident in Edmonton enabled the interviewer to follow up the initial interview with further meetings or telephone conversations to clarify a response to any of the items or data collected at the interview.

The sample of people selected for interview was determined by means of a reputational type technique and was limited to senior officials from Federal and Alberta Government Departments who were resident in Alberta.

Overview of the Findings

Chapter 5 was concerned with a summary of interview data. Chapter 6 is a synthesis of data in terms of the Federal and Alberta manpower policies and their implementation. Chapter 7 introduces data on the various issues which have emerged. Chapter 8 provides a summary of the study and conclusions in the form of a commentary and recommendations.

II. CONCLUSIONS

Outline of the Federal and Provincial Manpower Policies

Federal manpower policies were examined in documents, official papers legislation and when they were identified and discussed by people who were interviewed. From these sources it was found that federal manpower policies centred on economic goals but included some social goals.

The economic bias expressed by the Department of Manpower and Immigration needs to be contrasted with the general statement of objectives put forward by the Alberta Department of Manpower and Labour. Alberta manpower policy in principle focusses more on the social and less on the economic type of approach. The underlying principle stated in this policy is that:

> Each Alberta citizen has the right to the opportunity to achieve the highest possible income and standard of living; with this goes the responsibility of contributing to the creation of the income through productive employment (Policy statement 1972:2).

In endeavouring to achieve the stated manpower policies the Federal and Alberta Governments have adopted different types of mechanisms and procedures to create the training programs which have emerged.

The Mechanisms Used in Implementing Federal Manpower Training Policies

The Federal Government working with the Adult Occupational Training Act as its legislative base has been able to mount manpower training programs across Canada. Annual training programs are arranged between the federal government and Alberta by means of annual training agreements.

The establishment of the annual training program is the major responsibility of the Federal-Provincial Manpower Needs Committee which was created under the Adult Occupational Training Act and initially called the AOT 13 Committee. This committee is the major mechanism used by the federal government in its task of translating manpower policies into training programs. The Federal-Provincial Manpower Needs Committee through its executive committee and the various sub-committees which include training, labour market advisory services, Northeastern Manpower development and various ad hoc Committees is able to establish priorities for training and arrange the various programs. With the inclusion of Alberta representation on most of the committees there is an attempt to allow federal and Alberta needs to be meshed together in the development of the various programs. In the development of the institutional training programs the federal government has agreed to purchase the training from Alberta.

In so doing the Federal government agreed to purchase at least ninety percent of the training days which were purchased in the previous year. The buyer-seller arrangement and the ninety percent rule have created a conflict in the view of some of the Alberta respondents.

The identification of individuals for Canada manpower training programs is seen as the responsibility of the local Canada Manpower Centre and provincial and other federal authorities operating in the province are expected to channel their suggestions through the Canada Manpower Centre if they expect the individuals to be considered for training. With the exception of apprenticeship training, this makes the Canada Manpower Centre responsible for the identification and selection of "clients" for the training programs which operate under the Adult Occupational Training Act. Once the potential "clients" are identified and the federal manpower training needs established the training sub-committee of the Federal-Provincial Manpower Needs Committee is able to prepare an annual program. This program schedule is forwarded with the approval of the Federal-Provincial Manpower Needs Committee to the Regional Prairie Office in Winnipeg and if accepted it goes from there to Ottawa for final approval.

On the basis of the distribution of training funds from headquarters in Ottawa the Federal-Provincial Manpower Needs Committee and its sub-committees can implement the new training agreement. The implementation of the training program, however, is dependent on the services of the provincial departments which have the facilities and the staff to arrange the training, the availability of facilities and staff in private institutions, the willingness of industry to provide training places and the selection of "clients"in sufficient numbers to warrant putting the specific course into operation.

It can be seen from the summary of the implementation mechanisms associated with federally sponsored manpower training programs that the process is regulated and often complex. In general provincial respondents questioned the value of the purchase of seats in terms of the ninety percent rule and the "buyer-seller" relationship. They saw the ninety percent rule as a limit to the federal governments commitment to manpower training in the province and a way in which the federal government could reduce its costs by purchasing seats in courses which cost less. The buyer-seller relationship was seen as a situation in which the federal government acting as a buyer had all the power while the province was obliged to sell education at cost.

The federal government spokesmen were concerned with the criteria used by the Prairie Regional Office and National Headquarters in Ottawa when it came to making judgments with regard to programs and financial allocations for the proposed annual training program. The situation is further complicated when it is realized that other federal government departments are also involved in the manpower training field. This is arranged through various grants and departmental allocations to institutions, groups or other government departments. For example, training is carried out by the following:

- the Agricultural Manpower Agreements;
- the distribution of funds by the government through the Department of Regional and Economic Expansion;
- the work of groups such as the Company of Young Canadians and the National Film Board.

It would seem that if the federal government would adopt a broader approach to manpower training (i.e. human resources) rather than concentrating on economic objectives and endeavour to integrate the federal and provincial manpower policies in a more meaningful way that some of the conflict areas which exist would disappear. This should be followed by attempts to integrate the many aspects of manpower training which are being used without the knowledge of other government departments and the public at large. It would help if the federal government manpower officials in Alberta were given greater autonomy by National headquarters in Ottawa. This would give the provincial office of Canada Manpower the opportunity to operate the training programs which they see as necessary for the provincial labour market with which they work.

The Mechanisms Used in the Implementation of Manpower Training Policies in Alberta

The provincial government is not obliged to work through enabling legislation or rely on intergovernmental committees to the same extent as the federal government for the mechanisms it uses for implementing manpower training programs and policies. The Department of Manpower and Labour in seeking to provide a service to the people of Alberta has accepted the responsibility for influencing the labour market in a way which will help people to obtain employment which will be productive for the province and worthwhile to the individual. In its approach to the manpower training programs used to achieve these ends the provincial government is constrained in its activities by the way in which the federal government allocates funds to institutional and industry based training programs.

With the exception of its involvement in apprenticeship and some industry based training the Department provides little direct oversight of the training process. The Department views itself as a co-ordinating agency and in this capacity it is involved through the Federal-Provincial Manpower Needs Committee in helping establish the Canada Manpower Training Programs. Working through the Department of Advanced Education the Department of Manpower and Labour is able to arrange any other institutional training programs it feels are in the interests of people seeking job skills or retraining of some kind.

The Department of Manpower and Labour and its functions have to be seen in terms of the various committees or mechanisms that are used to implement training programs which are expected to reflect the stated manpower policies. At the Cabinet level a number of committees influence the work of the Department. These include standing committees on Economic Planning and Transport, Resource Development and Education. The major responsibility for the area of manpower rests with the ad hoc committees on manpower and employment. Although funds for the department are approved by Cabinet as part of parliamentary procedure the two ad hoc committees are able to provide a negotiating group at the Cabinet level.

The Department of Manpower and Labour as an organization can be seen as the major instrument or mechanism by which the manpower policies are translated into training programs. Various sections of the Department influence the direction of manpower training. For example, the planning secretariat, and the groups associated with the co-ordination of employment, and career planning have an effect on the development of special manpower programs. The major responsibility for the implementation of the various programs rests with the manpower training group.

The co-ordinator of manpower training and his group within the Department are responsible for the co-ordination and direction of apprenticeship training and industry based training. This administrative responsibility also includes the use of special funds, such as appropriation 1728, and involvement in a number of departmental committees. Officials also act as facilitators within groups in private industry.

The most important responsibility with regard to committee representation is on the Federal-Provincial Manpower Needs Committee and the Provincial Manpower Needs Committee. The Provincial Manpower Needs Committee has served as a means of integrating the various training programs which have been developed by other government departments with federal or provincial assistance and it is used as a way in which the province can obtain a united front before approaching the federal government.

This study has revealed that there are a number of government departments which have initiated manpower training programs or who have a direct influence on the way in which manpower training programs operate within Alberta. Departments such as Social Development, Agriculture, and Culture, Youth and Recreation have established training programs within their own departments with or without the support of Manpower and Labour. If finances for training are obtained from outside of the province or from the federal government, then the provincial Department of Federal and Intergovernmental Affairs must also be involved and act as a signature to the agreement.

The Department of Advanced Education has the responsibility for providing the training facilities and instructional staff for most of the institutional training courses arranged as manpower training courses for Canada Manpower and the Alberta government. As well Advanced Education is responsible for supervising the educational content and quality of training arranged in private institutions and as part of the industry based training programs. The officials of Advanced Education are also involved in drawing up annual training schedules as members of the Federal-Provincial Manpower Needs Committee and as the government department concerned with processing the training purchases.

The Department of Federal and Intergovernmental Affairs is responsible for the review of provincial policies including manpower and for the co-ordination of these policies as they relate to programs and activities which are arranged between Alberta and the federal government or any other government outside of Alberta. In this way the Department of Federal and Interprovincial Affairs can influence the way in which Alberta manpower policies are implemented within the province. This Department is also represented on the Federal and the Provincial Manpower Needs Committees.

From this brief outline of the mechanisms used to implement manpower training programs in Alberta it can be seen that the Department of Manpower and Labour acts as a service and co-ordinating mechanism in the translation of manpower policies into training programs while Advanced Education in most cases provides the facilities and the expertise. Arrangements which are made with the Federal Government are integrated with other government policies and arrangements under the guidance of the Department of Federal and Intergovernmental Affairs.

Because of numbers of people involved, the variety of federal and provincial government departments concerned, and the complexity and sometimes conflicting nature of the goals being used in the implementation of manpower training programs a number of issues have emerged. These issues have been discussed in some detail in Chapter seven.

In the remaining section of this chapter the issues are discussed and where applicable general recommendations are suggested. The issues were identified from the analysis of the data used in the study. The commentary reflects the viewpoints of those who were interviewed and the recommendations have been derived from the data analysis and the considered opinion of the researcher. The issues which have been identified by the federal respondents will be outlined first.

III. COMMENTARY AND RECOMMENDATIONS

Federal Government Level

The federal respondents did not see any real issues with regard to the implementation of the Adult Occupational Training Act, its annual agreements and the provision of manpower training programs in Alberta. They were however conscious of two administrative issues with regard to their involvement with National Headquarters in Ottawa and the effect it has on the development of manpower training programs for Alberta.

The first issue is concerned with the regions developed as part of the administrative structure of the Department of Manpower and Immigration. While British Columbia is a region in its own right, Alberta is classified as part of the Prairie Region. In the view of people from the federal office in Alberta many of the manpower problems facing the Prairie region are not necessarily the specific problems of Alberta and because of this and the present administrative structure of the Alberta Office it would be more efficient and effective if Alberta was separated from the Prairie region and established as a region in its own right. Because of these arguments and for the beneficial effect it would have on bringing federal regional boundaries and those of Alberta closer together for the development of training programs it is suggested that:

1. The Prairie Region as established at present by the Department of Manpower and Immigration be divided and that the area covered by Alberta be reconstituted as a separate manpower region responsible directly to Ottawa.

At present manpower training programs which are recommended by the Federal-Provincial Manpower Needs Committee in Alberta are channelled through the Prairie regional office and then to Ottawa for approval. The criteria used to establish the way in which money is allocated to the different provinces is vague and for the most part unknown by the provinces as they prepare their programs. (Some of the respondents felt that the criteria for funding provincial programs were based on some form of ratio which dealt with the numbers unemployed, the growth rate of the province and the immediate demand for specific skills). Any calculations are further complicated by the ninety percent rule and the ability of a province to provide the training programs once the decision is made. A new approach should be adopted which would allow the Federal-Provincial Manpower Needs Committee an actual budget figure on which to base their future planning and the autonomy to allocate the funds according to provincial priorities once the funds have been allocated. Because of this it is suggested that:

2. The ninety percent rule be abolished.
3. A different approach to the funding of manpower training programs be adopted by the Federal government.

Provincial Government Level

Although federal and provincial manpower policies have been established to meet the needs of the same people federal policies have placed their emphasis on the economic returns to the country as a whole. Alberta policies have stressed social goals but expected the individual to take some responsibility for helping raise the standard of living for all through taking part in productive activities. Because of the differences in emphasis the two levels of government have seemed at times to be working in opposition to each other. It would seem that the policies of the two governments could be more closely integrated if the concepts of human resources development were fully developed. Although both governments accept human resource development as the foundation on which their policies are developed there is a lack of evidence to support this view when the way in which the policies are put into operation is observed. For example, the programs which have emerged from the Adult Occupational Training Act tend to reflect economic objectives only in that the emphasis is on getting a man to fill a job for which there is a current demand. There is a definite need for closer co-operation between the federal and provincial departments concerned with development of manpower policy. Because of this it is recommended that:

4. Federal-Provincial Mechanisms with autonomy at the provincial level be established to allow for greater co-operation and integration between the federal government and Alberta on the development of co-ordinated approaches to the development of manpower policies.

Co-operation in the development of manpower policies also influences the procedures by which manpower policies are put into operation. Before an integrated approach to manpower planning can be fully developed the question with regard to the distinction between manpower training and education needs to be resolved in a way which will allow the two levels of government to work together.

Although the philosophical issue as to whether manpower training is training or education is largely a dead issue as the Federal government is involved and the provincial government accepts the assistance, it has not resolved the issue as to whether the federal government should be directly involved in this area. The jurisdictional question has resulted in the federal government supporting manpower training programs for teaching adults skills to assist them prepare for entry or re-entry into the labour market. The distinction has fostered the development of a variety of administrative and financial arrangements which could be simplified if the jurisdictional question was resolved and the two levels of government allowed to work in co-operation so that both governments share in the education of the individual regardless of his or her age, training, requirements or the demands of the labour market. Because of this it is recommended that:

5. Opportunities be given for a closer liaison to develop between federal and Alberta officials as they seek to set goals and establish programs for the education of the people of Alberta so that manpower type programs are integrated into a continuous education pattern which meets the needs of the individual as well as the production requirements of the labour market.

X To enable the manpower training programs to operate with any degree of effectivess and efficiency the federal and provincial governments should have access to an accurate, current and easily accessible market information data bank on which to plan their programs. At the moment many different federal and provincial government departments and private organizations have access to information but through lack of co-ordination or co-operation the value of the information is lost. This information Centre should also be involved in research and evaluation of current and future manpower training demands. It would seem that the federal government with its involvement in immigration, mobility and placement services should be the logical government organization to accept responsibility for this type of service.

To this should be linked an adequate type of counselling service which should be able to meet the initial needs of the potential manpower "client". Thus the federal government through its Canada Manpower Centres should be able to furnish a person with accurate information on the job market opportunities and assist them in determining their training requirements. If, because of the uniqueness of the individual cases, the situation demands more than job placement or training, the administrative structures between the federal and provincial manpower departments should allow the person to obtain further counselling or assistance from the provincial manpower authorities and their services. Because of this it is recommended that:

6. The federal government through its regional office and Canada Manpower Centres maintain an accurate, current and readily accessible data bank on present and potential labour market information and relevant research.

7. The federal government provide through its Canada Manpower Centres placement and counselling services that can be integrated with and where necessary supplemented by the services of the Department of Manpower and Labour, Advanced Education and other provincial government departments.

A number of problems have been identified with the implementation of the training programs. These have been concerned with client selection, fragmentation of programs, the funding arrangements and course costs.

At the moment the selection and identification of "clients" for manpower training programs arranged under the Adult Occupational Training Act Agreements except Apprenticeship are the responsibility of the federal Department of Manpower and Immigration through its Canada Manpower Centres. Although "clients" may be referred to the Canada Manpower Centres by provincial officials from departments such as Agriculture, Advanced Education or Health and Social Development the selection criteria for clients favour the economic goals of the federal government. Because provincial needs may vary from those of the Nation or the Regional Administration some of the intended "clients" will be passed over, and some needy groups exluded. To resolve this issue there needs to be more involvement of the provincial manpower authorities in the local selection of clients for Canada Manpower training programs. As a result of this it is recommended that:

8. Provincial Departments of Manpower and Advanced Education be given the opportunity to work with the federal authorities in the selection of "clients" for Canada Manpower Training Programs.

As a result of the selection process candidates for manpower training programs are given the opportunity to obtain training allowances. Regardless of whether the allowance is seen as an incentive payment or as a living allowance there is conflict over who should be responsible for its allocation and the amount of money to be paid. At the moment under Canada Manpower Training once a person is accepted for training they automatically get the maximum allowance. In provincial programs arranged as part of the Alberta Vocational Training Program the allowances are based on the individual needs of those undertaking the training. If the clients are selected to undertake training at specific institutions within a province then it would seem logical that the provincial authorities should have some control over the distribution of allowances. It would be expected that the provincial manpower authorities would have a better understanding of the background and ongoing needsof the individual requesting training and therefore could adopt a more rational approach to assessing the extent of the allowance to be paid and when and where it should be paid. Because of these factors it is recommended that:

9. The Provincial Department of Manpower and Labour become involved in the control and distribution of allowances which are paid to people undertaking Canada Manpower Training Programs.

One of the issues associated with the development of manpower training programs has been the fragmentation of training created by a variety of federal and provincial government departments undertaking their own training without the assistance of funds provided by the departments of Manpower. For example, manpower type training is being undertaken by the departments of Agriculture, Advanced Education, Economic and Regional Expansion and agencies which include groups like the Young Canadians. In the case of industrial based training the Federal and Provincial Government may be duplicating or running conflicting programs. This fragmentation and lack of co-ordination needs to be resolved if a co-ordinated approach to manpower policies and programs is expected to eventuat. Because of this it is recommended that:

10. The Federal-Provincial Manpower Needs Committee and the Provincial Manpower Needs Committee be given the power and the responsibility for co-ordinating the manpower training programs within Alberta.

Two major issues have emerged as a result of the funding procedures which have been adopted in the implementation of training programs. One is concerned with the "buyer-seller" relationship and the other has emerged as a result of the accounting procedures.

Because of the fact that costs for manpower training are based on the number of "seats" purchased by the federal government in the "buyer-seller" relationship the actual costs have been based on the costs of a "seat" in a particular institution for a particular course. This has revealed the wide discrepancy between institutions on the cost of courses regardless of whether the costs are based on institutional average costs or simply on derived course costs. Because of the wide discrepancy within the institutional and course costs and because the federal arrangements are based on "seats" the federal government has been able to reduce its actual costs by demanding that specific courses be taken at specific institutions. In some cases this has meant that the more expensive courses have been left out of the program or that "clients" have had to move to another centre or institution to take the training. Because of this it is recommended that:

11. The funding arrangements based on "seat" costs be abandoned and that the provincial authorities develop different measures for establishing course costs which will allow courses which are expensive to

operate and give "clients" the opportunity to undertake training in institutions close to their place of residence.

At the moment the accounts for the training programs which were held in 1971 have not been brought to account. Because of the financial arrangements federal moneys for manpower training programs are transferred to the province on a monthly cash flow and at the end of the year the number of seats expressed in terms of training days in the different institutions are totalled and the accounts reconciled. Because of the complicated course costing arrangements and the fact that program costs are based on projected costs by the time they are paid the money value for the courses is less.

Because of the complicated nature of the present accounting procedures it is recommended that:

12. The fiscal arrangements for the transfer of money to the province for Canada Manpower Training Programs be changed and that an agreed amount of money be transferred annually to the province for manpower programs and the province take responsibility for the reconciliation of the accounts.

Although the issues raised reflect provincial concerns in the development of federal and provincial manpower training programs their resolution will prove beneficial to both governments and therefore to the "clients" who wish to take part. In this way manpower policies will be reflected in the mechanisms used to implement them and the issues will be kept to a minimum.

IMPLICATIONS FOR EDUCATIONAL ADMINISTRATION

1. Because of the scope of manpower activities and programs which can be classified as educational in nature educational administrators need to have some understanding of the programs which exist.
2. Educational administrators need to be aware of manpower philosophy, policies and programs as they influence the scope and development of educational programs in Alberta.
3. As education becomes viewed as a whole of life experience educational administrators need to become familiar with the post secondary education programs which are made available as part of manpower training.
4. An understanding of the issues which have arisen in implementing manpower policies is useful in giving educational administrators insight into the problems of training program implementation.
5. Because Alberta is committed politically and financially in the foreseeable future to the development of manpower programs educational administrators need to be familiar with the financial arrangements which are used to fund manpower training programs.

IMPLICATIONS FOR FURTHER RESEARCH

Because of the exploratory nature of this study it has raised some suggestions which may be used as the basis of further research.

This study concentrated on the views of administrators involved in the development and implementation of manpower training policies. There is a need to research the views of those undertaking manpower training and those seeking the opportunity to take part in training.

One of the most urgent needs with regard to manpower training is to identify all of the agencies involved in manpower training and the types of people they are trying to serve. At the moment it seems that no organization is aware of the full extent of manpower training activities which are in use in Alberta or those which have been used outside of Alberta but could be used within Alberta.

At the present time there is a movement towards trying to develop manpower training programs for the disadvantaged. The disadvantaged seems to cover a wide range of people with physical, economic, social, ethnic and other types of background which place them at a disadvantage to others. There is a need to identify these groups and develop administrative mechanisms which will enable them to take part in the types of manpower training program which will meet their needs and those of the society of which they are part. There is a need for researchers to produce methods which will enable these groups to be identified and suggest the ways in which training programs can be developed.

The models used to look at policy implementation and issue analysis proved valuable but were restrictive in their use for reporting the data. Because of the limited range of models available to study policy implementation and issue analysis there is a need for further research in this area.

Because of the way in which manpower training programs have developed as a part of federal and provincial manpower policies there are a large number of areas within federal-provincial relationships, program co-ordination, policy formulation and planning procedures which could form the focus for profitable research. This study has done nothing more than scratch the surface of an area of educational administration which is becoming larger and more complex than any other educational area in Alberta.

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APPENDIX A

1st Session, 27th Parliament, 14-15-16 Elizabeth II, 1966-67.

THE HOUSE OF COMMONS OF CANADA.

BILL C-278.

An Act respecting the occupational training of adults.

HER Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

SHORT TITLE.

Short title.

1. This Act may be cited as the *Adult Occupational Training Act*.

INTERPRETATION.

Definitions.

2. In this Act,

"Manpower officer."

(*a*) "manpower officer" means an officer of the Department of Manpower and Immigration designated by the Minister;

"Minister."

(*b*) "Minister" means the Minister of Manpower and Immigration;

"Occupational training."

(*c*) "occupational training" means any form of instruction, other than instruction designed for university credit, the purpose of which is to provide a person with the skills required for an occupation or to increase his skill or proficiency therein;

"Occupational training course."

(*d*) "occupational training course" means a course of occupational training that is not more than twelve months in duration; and

"Occupational training facilities."

(*e*) "occupational training facilities" means buildings and physical plant, machinery and equipment used for occupational training.

PART I.

OCCUPATIONAL TRAINING.

Definitions. "Adult."

3. In this Part,

(*a*) "adult" means a person whose age is at least one year greater than the regular school leaving age in the province in which he resides; and

"Adult eligible for a training allowance."

(*b*) "adult eligible for a training allowance" means an adult who
  (i) has been a member of the labour force substantially without interruption for not less than three years, or
  (ii) has one or more persons wholly or substantially dependent upon him for support.

Enrolment of adults in occupational training courses.

4. (1) Where an adult who has not attended school on a regular basis for at least twelve months informs a manpower officer that he wishes to undertake occupational training, the manpower officer may, subject to subsection (2), arrange for the enrolment of that adult in any occupational training course that will, in the opinion of the manpower officer, provide training suitable for that adult and increase his earning capacity or his opportunities for employment.

Enrolment in courses operated by province or municipal authority.

(2) A manpower officer shall arrange for the enrolment of an adult described in subsection (1) only in an occupational training course that is operated by the province in which that adult resides or by a provincial or municipal authority in the province, unless there is no such course suitable for that adult being offered at or in the vicinity of the place of residence of that adult, in which he may be enrolled.

Contracts with provinces authorized.

5. (1) The Minister may enter into a contract with any province to provide for the payment by Canada to the province of the costs incurred by the province or a provincial or municipal authority in the province in providing training in an occupational training course operated by the province or the provincial or municipal authority to adults whose enrolment therein was arranged by a manpower officer.

Idem.

(2) The Minister may enter into a contract with any province to provide for the payment by Canada to the province of the costs incurred by the province or a provincial or municipal authority in the province in providing training in an occupational training course for apprentices operated by the province or the provincial or municipal authority to adults whose enrolment therein was not arranged by a manpower officer.

Payment for training in courses not operated by province or municipal authority.

(3) Where, pursuant to section 4, a manpower officer arranges for the enrolment of an adult described in that section in an occupational training course that is not operated by a province or by a provincial or municipal authority in a province, the Minister may authorize the payment of such charges for tuition or otherwise for the training of that adult in the course as are provided for by the regulations.

Contracts with employers operating training courses.

6. (1) Subject to subsection (2), the Minister may enter into a contract with any employer operating or undertaking to operate an occupational training course for the training of adults employed by the employer to provide for the payment by the Minister to the employer of the costs incurred by the employer, as specified in the contract, in providing training in the occupational training course to those adults.

Exceptions.

(2) The Minister shall not enter into a contract with an employer described in subsection (1) in respect of the training of adults employed by that employer that is training on the job or in skills useful only to that employer, unless he is satisfied that such training is necessary because of technological or economic changes affecting that employer that would otherwise result in loss of employment by the adults being trained or to be trained in the course.

Contracts with other employers.

(3) The Minister may enter into a contract with any employer who has arranged for the training of adults employed by him in an occupational training course that is not operated by the employer, to provide for the payment to that employer of the costs incurred by him, as specified in the contract, in providing training in the occupational training course to those adults.

TRAINING ALLOWANCES.

Training allowances authorized.

7. Subject to section 8, the Minister may pay to every adult who

(*a*) is being trained in an occupational training course described in subsection (2) of section 5 or an occupational training course in which his enrolment was arranged by a manpower officer, and

(*b*) is an adult eligible for a training allowance,

a training allowance related to the family circumstances and living costs of that adult.

Rate of training allowances.

8. (1) The rate at which a training allowance is payable to an adult pursuant to section 7 shall be determined as prescribed by the regulations, but shall not,

(a) in the period commencing with the coming into force of this Act and ending on the 30th day of June, 1968, be less than thirty-five dollars a week or more than ninety dollars a week; and

(b) in the period commencing on the first day of July, 1968 and ending on the 30th day of June, 1969, and in each succeeding twelve-month period thereafter, be

  (i) less than a weekly amount that bears the same relation to the average hourly earnings in manufacturing for the calendar year ending immediately before the commencement of that period that thirty-five dollars bears to the average hourly earnings in manufacuring for the year 1966, or

  (ii) more than a weekly amount that bears the same relation to the average hourly earnings in manufacturing for the calendar year ending immediately before the commencement of that period that ninety dollars bears to the average hourly earnings in manufacturing for the year 1966.

For calculation of training allowances.

(2) For the purposes of paragraph (b) of subsection (1),

"Average hourly earnings in manufacturing" defined.

(a) "average hourly earnings in manufacturing" for a calendar year means the average hourly earnings of hourly rated wage earners employed in manufacturing in Canada in that year, as ascertained and certified by the Dominion Statistician; and

Maximum and minimum training allowances.

(b) the calculation of the maximum and minimum training allowance payable in any twelve-month period shall be made to the nearest multiple of one dollar, or if there is no such nearest multiple, then to the multiple thereof that is the lower.

Additional amount payable to certain employers.

9. (1) In addition to the costs referred to in section 6, the Minister may, subject to subsection (2), pay to an employer with whom he has entered into a contract pursuant to that section, if the contract so provides, an amount as specified in the contract in respect of each adult who

(a) is being trained in an occupational training course described in that section, and

(b) is an adult eligible for a training allowance,

for each week that the adult is being trained in that occupational training course.

Maximum amounts payable.

(2) Where the Minister enters into a contract that provides for the payment of amounts as described in subsection (1), the maximum amount so payable by the Minister for any week in respect of an adult described therein shall not exceed the lesser of

(*a*) an amount equal to the amount obtained by multiplying the number of hours that the adult received training in that week by the average hourly earnings of that adult for that week from employment with that employer; or

(*b*) an amount equal to the maximum training allowance that may be paid in that week to an adult described in section 7.

RESEARCH AGREEMENT.

Research and development agreement.

10. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province to provide for the payment by Canada to the province of contributions in respect of the costs incurred by the province, as specified in the agreement, in undertaking

(*a*) research in respect of occupational training, including research in respect of the changing needs of the economy for trained workers and the relationship between occupational training and the needs of the economy; and

(*b*) projects for the development of occupational training courses and materials for such courses, including projects for the development of occupational training aids, examinations and standards.

Maximum contributions payable under agreement.

(2) The contributions payable by Canada to a province under an agreement entered into pursuant to this section shall not exceed fifty per cent of the costs incurred by the province as described in subsection (1).

LOANS TO PROVINCES.

Loans for purchase or construction of occupational training facilities.

11. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province to provide for the making of loans to the province for the purpose of assisting the province or a provincial or municipal authority in the province to purchase or construct occupational training facilities that will be used to provide training to adults in occupational training courses of a kind specified in the agreement.

Terms and conditions of loans.

(2) Every loan made pursuant to an agreement under this section shall

(*a*) be for a term not exceeding thirty years;

(*b*) bear interest at the rate prescribed therefor pursuant to subsection (3);

(*c*) be repayable in full during the term thereof by equal payments of principal and interest not less frequently than annually; and

(*d*) be subject to such other terms and conditions as the parties thereto may agree on.

Interest on loans.

(3) The Governor in Council, on the recommendation of the Minister of Finance, may from time to time prescribe the rate of interest to apply in respect of any loan that may be made under an agreement entered into pursuant to this section.

GENERAL.

Regulations.

12. (1) The Governor in Council may make regulations,

(*a*) defining the expressions "instruction designed for university credit", "labour force', "training on the job" and "regular school leaving age" for the purposes of this Act;

(*b*) specifying, for the purposes of this Act, the circumstances under which an adult shall be deemed not to have attended school on a regular basis for any period;

(*c*) prescribing, for the purposes of subsection (1) of section 5, the method of determining the costs incurred by a province or a provincial or municipal authority in providing training in an occupational training course to adults described in that subsection;

(*d*) prescribing, for the purposes of subsection (2) of section 5, the method of determining the costs incurred by a province or a provincial or municipal authority in providing training in an occupational training course for apprentices to adults described in that subsection;

(*e*) providing for the charges for tuition or otherwise that may be paid for the training of an adult in an occupational training course that is not operated by a province or a provincial or municipal authority in a province;

(*f*) specifying, for the purposes of this Act, the circumstances under which an adult shall be deemed to have been a member of the labour force substantially without interruption for any period;

(*g*) respecting the determination of the rates at which training allowances are payable to adults and the time and manner of payment of such allowances;

(*h*) respecting the determination of the circumstances under which a person shall be considered to be wholly or substantially dependent for support on another person;

(*i*) prescribing, for the purposes of section 9, the method of determining the average hourly earnings for a week of an adult described therein; and

(*j*) generally, for carrying out the purposes and provisions of this Act.

Certain regulations may be general or specific.

(2) A regulation made pursuant to paragraph (*g*) of subsection (1) may be general or may be restricted to a specific province or a specific area within a province.

Recovery of over-payment.

13. Where a person has received a training allowance to which he is not entitled or a training allowance in an amount in excess of the training allowance to which he is entitled, the amount thereof or the excess amount, as the case may be, may be recovered at any time as a debt due to Her Majesty or may be retained, in whole or in part, out of any subsequent amount payable to that person as a training allowance.

Offence.

14. (1) Every person who, for the purpose of obtaining occupational training or a training allowance under this Act, knowingly makes a false or misleading statement is guilty of an offence punishable on summary conviction.

Idem.

(2) Every employer who, for the purpose of obtaining any payment under a contract entered into with the Minister under this Act, wilfully furnishes any false or misleading information is guilty of an offence punishable on summary conviction.

Amendments.

15. Any contract or agreement made under this Act may be amended

(*a*) with respect to the provisions of the contract or agreement in respect of which a method of amendment is set out in the contract or agreement, by that method; or

(*b*) with respect to any other provisions of the contract or agreement, by the mutual consent of the parties thereto with the approval of the Governor in Council.

PART II.

UNEMPLOYMENT INSURANCE BENEFITS.

Definitions.

16. In this Part,

"Act."

(*a*) "Act" means the *Unemployment Insurance Act;*

"Commission."

(*b*) "Commission" means the Unemployment Insurance Commission; and

"Insured person."

(*c*) "insured person" has the same meaning as in the Act.

Benefits not payable to persons receiving training allowance.

17. Notwithstanding anything contained in the Act, an insured person being trained under an occupational training course is not entitled to be paid benefit under the Act in respect of any week for which a training allowance is payable to him under Part I.

Extension of qualification period.

18. (1) Where an insured person proves in such manner as the Commission may require that for any time during any period mentioned in subsection (1) or (2) of section 45 of the Act contributions were not payable in respect of him for the reason that he was being trained under an occupational training course and a training allowance was payable to him under Part I, that period shall, for the purposes of sections 45, 47 and 48 of the Act, be increased by the aggregate of any such times.

Idem.

(2) Where an insured person proves in such manner as the Commission may require that for any time during any increase to a period mentioned in subsection (1) contributions were not payable in respect of him for the reason mentioned in that subsection, that period shall, for the purposes of sections 45, 47 and 48 of the Act, be further increased by the aggregate of any such times.

Benefit periods excluded.

(3) For the purposes of subsections (1) and (2), the time during which contributions were not payable does not include any time during which the insured person was in receipt of benefit or seasonal benefit under the Act.

Limitation.

(4) The aggregate of any period mentioned in subsection (1) or (2) of section 45 of the Act and the total increases made to that period under this section and subsections (3) and (4) of section 45 of the Act shall not exceed two hundred and eight weeks.

Benefit periods increased.

19. (1) Where a benefit period has been established in respect of an insured person under section 45 of the Act and the insured person proves in such manner as the Commission may require that for any time during that benefit period he was being trained under an occupational training course and a training allowance was payable to him under Part I, the benefit period in respect of that person shall, notwithstanding subsection (1) of section 46 of the Act, be increased by the aggregate of any such times.

Idem.

(2) Where an insured person proves in such manner as the Commission may require that for any time during any increase to a benefit period mentioned in subsection (1) he was being trained under an occupational training course and a training allowance was payable to him under Part I, the benefit period in respect of that person shall, notwithstanding subsection (1) of section 46 of the Act, be further increased by the aggregate of any such times.

Limitation.

(3) No increase shall be made pursuant to subsections (1) and (2) to a benefit period in respect of an insured person that would provide in respect of that person a benefit period greater than one hundred and fifty-six weeks.

PART III.

TRANSITIONAL AGREEMENTS.

Agreements authorized for occupational training facilities.

20. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province to provide for the payment by Canada to the province of contributions in respect of the capital expenditures incurred by the province on occupational training facilities.

Amount of contributions.

(2) The aggregate of the contributions payable by Canada to a province under an agreement entered into pursuant to this section shall not exceed

- (*a*) the lesser of seventy-five per cent of the capital expenditures incurred by the province on occupational training facilities after March 31, 1967 or an amount equal to
  - (i) the amount obtained by multiplying four hundred and eighty dollars by the youth population of the province in 1961,

  minus
  - (ii) the total contributions paid by Canada to the province under an agreement made pursuant to section 4 of the *Technical and Vocational Training Assistance Act* in respect of the capital expenditures incurred by the province on training facilities;

  and
- (*b*) in respect of capital expenditures incurred by the province on occupational training facilities after such time as no further amount may be paid by Canada to the province in respect of

any expenditures pursuant to paragraph (*a*), the lesser of fifty per cent of such capital expenditures or an amount equal to

(i) the amount obtained by multiplying three hundred and twenty dollars by the youth population of the province in 1961,

minus

(ii) the amount by which the total contributions paid by Canada as described in subparagraph (ii) of paragraph (*a*) exceeds the amount described in subparagraph (i) of paragraph (*a*).

Definitions.

(3) In this section,

"Capital expenditures."

(*a*) "capital expenditures" incurred by a province on occupational training facilities means the capital expenditures incurred by the province on such facilities determined as prescribed in the agreement made under this section between the Minister and the province; and

"Youth population of the province in 1961."

(*b*) "youth population of the province in 1961" means the number of persons in the province in 1961 in the age group of fifteen to nineteen years of age inclusive, as ascertained and certified by the Dominion Statistician.

Arrangements respecting persons being trained on March 31, 1967.

21. (1) The Minister may, with the approval of the Governor in Council, make an arrangement with any province with whom the Minister entered into an agreement pursuant to section 3 of the *Technical and Vocational Training Assistance Act* (hereinafter in this section referred to as the "former agreement") for the payment by Canada to the province of contributions in respect of the costs incurred by the province in the period commencing April 1 1967 and ending March 31, 1968, or such earlier date as may be determined pursuant to the arrangement, in providing training under any technical or vocational training program described in the former agreement to persons being trained on March 31, 1967.

Limit of contributions.

(2) The contributions payable by Canada to a province under an arrangement made pursuant to this section shall not exceed an amount that bears to the costs incurred by the province, determined pursuant to the arrangement, the same relation that the contributions payable by Canada under the former agreement in respect of the technical or vocational training program under which persons were being trained on March 31, 1967, bears to the costs incurred by the province, determined as prescribed in the former agreement, in providing that program.

PART IV.

REPEAL AND COMING INTO FORCE.

Repeal 1960-61, c. 6.

22. The *Technical and Vocational Training Assistance Act* is repealed.

Coming into force.

23. This Act shall come into force on the 1st day of April, 1967.

APPENDIX B

APPENDIX B

ILLUSTRATIONS OF DATA SOURCE AND THE MATERIALS OBTAINED AT THE INTERVIEW

1. Department Publications

   e.g. Department of Manpower and Immigration - Manpower Bulletin Alberta February 1975 (Restricted)

2. Government Reports

   e.g. Manpower and Immigration - Annual Report 1972-1973

3. Research and Position Papers

   e.g. Alberta Position Paper concerning Federal and Provincial Manpower Responsibilities - March 6, 1973

4. Administrative Manuals

   e.g. Manpower Administration Manual-Canada Manpower

5. Office Memoranda and Administrative Information

   e.g. Training Requirements Report - Director of Manpower Operations Prairie Region July 1972.

APPENDIX C

Appendix C

Federal and Provincial manpower training program policies and an examination of the mechanisms used in their implementation in Alberta

Overview of Purposes and Nature of Study

Educational planning is the continuous process of generating and evaluating educational alternatives for actions designed to reduce the discrepancies between what exists and what ought to be. There are three generally accepted forms of educational planning. These are social demand, cost benefit analysis and manpower planning. Because of the fact that Canada in pursuit of social and economic objectives has adopted manpower policies as an integral part of educational planning this proposal seeks to focus on the area of manpower training programs.

Manpower policies through the purchase of educational and training services have attempted to help fill the gap left by the formal school and by means of various administrative mechanisms act as a facilitator in bringing the clients and the educational services together.

It is within this type of goal oriented context that the Federal government and the Province of Alberta are trying to develop their separate yet overlapping manpower policies. The administrative structures developed to implement manpower training program policies play a significant part in the total manpower picture as they determine the processes by which these objectives are achieved.

As Canada seems to have institutionalized its training programs to a great extent itis important to try and trace the relationship between the policies, the mechanisms which have been developed to implement these policies and the training programs which have been put into operation. It is also necessary to identify any dysfunctions or problems which may be anticipated in these large scale inter-governmental arrangements.

This study will endeavour to examine the Federal manpower policies as they relate to Alberta and the Albertan policies and the mechanisms adopted to implement the manpower training program policies of both.

Purposes of the Study

The purpose of the study is to examine existing Federal and Albertan provincial manpower policies, extract those which are concerned with training programs, identify the mechanisms used in implementing these program policies and then by specific illustrations discuss any problems or issues which have been discovered in the process. With these purposes in mind the study will be broken up into the following parts:

a. An examination of existing Federal and Provincial manpower policies as outlined in the documents or used as part of departmental procedures.

b. The identification of the various mechanisms used at the Federal, Provincial, Federal-Provincial levels and in governmental training institutions to implement the training programs which emanate from manpower policies.

c. A discussion of the various problems or issues which result from intergovernmental and interdepartmental or institutional mechanisms which have been used in the implementation of training programs associated with the existing policies.

Methodology

Following a review of relevant theory and an examination of government reports anddocuments interviews will be held with government officials to clarify details gathered with regard to manpower policy, mechanisms and problems or issues associated with the implementation of the policy. Where necessary follow-up interviews and interviews with other people identified as a result of the initial investigation will be held to obtain more data or a better understanding of existing information.

APPENDIX D

Appendix D

Federal and Provincial Manpower Training Program Policies and an examination of the mechanisms used in their implementation in Alberta

Interview schedule

The purpose of the interview schedule is to obtain the perceptions of people concerned with manpower training program policies and their implementation and to use the data collected to assist in the study being undertaken.

The interviews will be held with a sample of people identified by means of a reputational sampling technique. Where possible the people who are willing to be interviewed will be supplied with a brief outline of the research topic. The outline will allow the people to familiarize themselves with the types of data being sought as well as providing the basis on which the interview can be built.

The interview items are grouped under the following general headings:

A. Historical antecedents to the formation of the departments of manpower at the federal and provincial levels of government.

B. An overview of the development of manpower training program policies at the federal and provincial levels.

C. An examination of existing manpower training programs policies at the federal and provincial levels.

D. The identification of the various mechanisms used to implement federal and provincial manpower training program policies.

E. Current areas of concern or issues and future trends in the development of federal and provincial manpower training program policies.

INTERVIEW SCHEDULE ITEMS

A. Historical antecedents to the formation of the departments of manpower at the federal and provincial levels of government.

1. What causes or purposes helped to create the demand for the establishment of departments of manpower at the federal and provincial levels of government........................

2. Can you suggest any people who were specifically concerned with the development of these departments or any significant reports or statements which were made at the time at which the departments were formed.................

B. An overview of the development of manpower training program policies at the federal and provincial levels

3. How are the goals and values of society used in the determination of the basis for the creation of manpower training program policies................................

4. Who is responsible for determining the different policy alternatives from which manpower training program policies will be decided...

5. How is one policy selected from the wide range of alternative policies which are discussed in connection with manpower training program policies...................

6. What arrangements are made to identify the target groups for whom manpower training program policies are relevant...

C. An examination of existing manpower training program policies at the federal and provincial levels

7. In what way are manpower training program policies made known and what form do they take........................

8. Which manpower training program policies are current at the moment...........if possible please list in order of importance...

D. The identification of the various mechanisms used to implement federal and provincial manpower training program policies

9. How are the operational goals, sub-goals or objectives developed within the context of the existing manpower training program policies..............................

10. What organizational structures or mechanisms are used to implement manpower training program policies.............

11. What cultural, political, economic or social factors influence the implementation of manpower training program policies..

12. How are the training programs monitored within the implementation phase of the process......................

13. How are manpower training programs evaluated............

E. Current areas of concern or issues and future trends in the development of federal and provincial manpower training program policies

14. What indicators are used to assess whether present manpower training policies and programs may need extension or revision...

15. Can you identify any concerns or issues with regard to the implementation of federal and provincial manpower training programs...................................

16. What specific concerns or issues with regard to manpower training programs or policies do you face in the conduct of your functions..

17. What directions do you think manpower training program policies at the federal and provincial levels will take in the future..

18. What directions do you think manpower training program policies should take in the future......................

APPENDIX E

APPENDIX E

COMPOSITION OF CABINET AD HOC COMMITTEES ON MANPOWER AND EMPLOYMENT IN 1974

Cabinet Ad hoc Committee on Manpower

J. Foster, Minister for Advanced Education

E. Peacock, Minister of Industry and Commerce

Dr. A.E. Hohol, Minister of Manpower and Labour

Cabinet Ad hoc Committee on Employment

Dr. A.E. Hohol, (Chairman) Minister of Manpower and Labour

Dr. H. Horner, Minister of Agriculture

Mr. W. Yerko, Minister for the Environment

Mr. D. Russell, Minister for Municipal Affairs

Mr. H. Schmid, Minister for Youth, Culture and Recreation

Mr. A. Adair, Minister with Portfolio responsible for Northern Affairs

Mr. G. Miniely, Provincial Treasurer

Dr. A. Warrack, Minister for Lands and Forests

APPENDIX F

Mount Royal College

BUDGET SUMMARY

	1971-72 Budget	1971-72 Actual	1972-73 Budget	1973-74 Budget
ITURES:				
Board and President	$ 67,908	$ 64,048	$ 81,377	$ 79,974
Educational Management	116,683	108,084	93,264	101,371
Student Affairs	466,896	455,884	424,575	522,255
Financial	172,924	167,773	207,489	233,474
Support Services	575,463	548,801	1,046,052	1,164,801
Instruction	2,593,870	2,390,730	2,836,944	3,513,963
Community Services	228,854	178,855	53,477	62,225
Research and Development & Other	129,981	92,597	133,913	107,917
TOTAL EXPENDITURES	$4,352,579	$4,006,772	4,877,091	5,785,980
UES:				
oss student fees ______ F.T.E. x $ ______	$ 810,358	$ 674,142	$ 655,000	$ 575,000
nada Manpower grants			19,260	32,000
prenticeship grants				
her revenue (specify)				
sic and Speech Arts	223,469	152,202		
ther	50,000	50,824	5,000	5,000
TOTAL REVENUE	$ 1,083,827	$ 877,168	$ 679,260	$ 612,800
Commission grant	$ 2,268,752	$ 3,156,387	$ 4,197,831	$5,173,180
		(26,783)		
(Surplus) or deficit	4,352,579	4,006,772		

Red Deer College

BUDGET SUMMARY

	1971-72 Budget (amended)	1971-72 Actual	1972-73 Budget	1973-74 Budget
PENDITURES:				
1. Board and President	$ 51,450	$ 55,236	$ 86,251	$ 79,580
2. Educational Management	57,500	56,744	31,446	51,529
3. Student Affairs	138,170	124,069	144,537	166,677
4. Financial	68,950	69,309	109,804	112,417
5. Support Services	256,140	243,974	276,507	313 ~~[illegible]~~,080
6. Instruction	1,223,430	1,225,961	1,116,121	1,495,889
7. Community Services	64,100	73,413	32,842	37,559
8. Research and Development & Other.	5,500	1,375	26,500	23,500
TOTAL EXPENDITURES	$1,865,240	$1,850,081	1,824,008	2,280,231
VENUES:				
Gross student fees _____ F.T.E. x $______	$ 196,880	$ 204,333	$ 140,000	$ 165,000
Canada Manpower grants	137,240	117,566	115,000	125,000
Apprenticeship grants				
Other revenue (specify)				
Rentals	5,500	1,817		
Miscellaneous		6,823	24,500	23,500
PETP (net)		35,346		
TOTAL REVENUE	$ 339,620	$ 365,885	$ 279,500	$ 313,500
Commission grant	$1,469,793	$1,457,565	$1,544,508	$1,966,731
(Surplus) or deficit	55,827	26,631		
	1,865,240	1,850,081		

Medicine Hat College

BUDGET SUMMARY

	1971-72 Budget	1971-72 Actual	1972-73 Budget	1973- Budg
ENDITURES:				
1. Board and President	$ 41,500	$ 42,415	$ 45,202	$ 41,21
2. Educational Management	35,670	35,060	37,086	44,02
3. Student Affairs	86,340	91,499	89,950	78,63
4. Financial	60,350	65,326	69,273	75,87
5. Support Services	226,430	252,092	290,856	282,87
6. Instruction	658,790	623,820	667,487	667,64
7. Community Services	62,500	65,692	80,475	115,27
8. Research and Development &. Other	11,445	11,004	11,000	143,28
TOTAL EXPENDITURES	$1,183,025	$1,186,908	1,291,329	1,448,82
ENUES:				
ross student fees ____ F.T.E. x $ ____	$ 95,300	$ 89,949	$ 102,500	$ 77,94
anada Manpower grants	146,020	140,597	140,000	140,0
pprenticeship grants				
ther revenue (specify)				
Conservatory & Continuing Education	17,000	22,936	40,150	43,3
iscellaneous	2,000	17,281	52,706	29,0
PETP (net)		22,808		
TOTAL REVENUE	$ 260,320	$ 293,571	$ 335,356	$ 290,2
Commission grant	$ 921,000	$ 817,351	$ 955,973	$1,158,5
(Surplus) or deficit	1,705	75,986		
	1,183,025	1,186,908		

Grande Prairie Regional College

BUDGET SUMMARY

	1971-72 Budget (amended)	1971-72 Actual	1972-73 Budget (amended)	1973-74 Budget
ENDITURES:				
1. Board and President	$ 34,928	$ 35,201	$ 50,490	$ 52,877
2. Educational Management	51,451	50,152	42,251	42,817
3. Student Affairs	93,238	84,258	124,985	135,452
4. Financial	47,594	45,890	56,142	58,708
5. Support Services	141,721	137,649	149,072	154,035
6. Instruction	437,152	448,552	524,545	572,035
7. Community Services	22,059	20,779	36,511	38,555
8. Research and Development & Other	1,000			75,000
TOTAL EXPENDITURES	$ 829,143	$ 822,481	983,996	1,129,870
VENUES:				
Gross student fees ____ F.T.E. x $____	$ 64,000	$ 63,833	$ 57,000	$ 60,000
Canada Manpower grants	102,800	127,230	136,800	176,000
Apprenticeship grants				
Other revenue (specify)				
PETP (net)		5,328		
University of Alberta	10,000	12,398		
Miscellaneous	4,700	5,400	24,900	3,000
TOTAL REVENUE	$ 181,500	$ 214,189	$218,700	$239,000
Commission grant	$ 676,495	$ 669,760	$765,296	$890,870
(Surplus) or deficit	(28,852)	(61,468)		
	$ 829,143	$ 822,481		

Lethbridge Community College

BUDGET SUMMARY

	1971-72 Budget	1971-72 Actual	1972-73 Budget	1973-7 Budge
EXPENDITURES:				
1. Board and President	$ 90,122	$ 61,706	$ 101,900	$ 102,07
2. Educational Management*	182,469	159,847	159,314	170,83
3. Student Affairs	116,337	112,490	131,870	173,50
4. Financial	129,989	130,114	154,418	182,29
5. Support Services	333,716	387,399	450,827	502,86
6. Instruction	1,184,313	1,257,129	1,296,857	1,443,97
7. Community Services	66,765	65,959	50,099	40,30
8. Research and Development & Other	60,776	42,343	66,321	72,58
TOTAL EXPENDITURES	$2,164,487	$2,216,987	2,411,606	2,688,42
REVENUES:				
Gross student fees ____ F.T.E. x $ ______	$ 150,000	$ 178,011	$ 158,800	$ 145,00
Canada Manpower grants	115,000	140,327	150,000	203,00
Apprenticeship grants	50,000	73,096	80,000	122,00
Other revenue (specify)				
Dept. of Indian Affairs		45,804		
Dept. of Education	6,000	332,973		
Miscellaneous	3,000	38,621	17,500	77,00
TOTAL REVENUE	$ 324,000	$ 808,832	$ 406,300	$ 547,00
Commission grant	$1,840,487	$1,680,403	$2,005,306	$ 2,141,42
(Surplus) or deficit		(272,248)		
		$2,216,987		

APPENDIX G

ILLUSTRATION OF INTERVIEW DATA USED IN ISSUE ANALYSIS

ILLUSTRATION OF INTERVIEW DATA USED IN ISSUE ANALYSIS

Interview Schedule Item

Item 15. Can you identify any concerns or issues with regard to the implementation of federal and provincial manpower training programs .....

The response of one of the Federal Government officials interviewed was:

> ...One of the problems with mounting Canada Manpower Training Programs (CMTP) is the fact that the program must be sent through Winnipeg to Ottawa. Winnipeg does not list any criteria for assessing the proposed program and although in theory Winnipeg acts as a post box for Ottawa it can change the program suggested by Alberta. The Prairie Regional office at Winnipeg criteria do not necessarily reflect the priorities of the Alberta area. Ottawa does not offer any criteria for approval for the CMTP programs which are submitted from Winnipeg. This leads to tension over local, regional and national needs and delays with regard to setting up programs.

The view expressed in the above statement has been incorporated into the issue in Chapter 7 discussed under National and Regional needs.